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ABSTRACT

Relationships between the academic community in the United States and its counterparts in other countries are reviewed in this report. The international academic situation is discussed, with emphasis on institutions of higher learning in developing countries. The role of the federal government in fostering educational exchange, and the need for federal support for international studies, are dealt with. In conclusion, the report offers a preliminary program for the establishment of international academic linkages. These linkages are defined as direct operational ties between institutions or groups of institutions. It is maintained that linkages offer developing countries the opportunity to improve the quality of their higher educational programs, and Americans the possibility of exploiting the resources offered by a wide range of geographic and intellectual climates. Criteria for successful linkages are set forth. These include careful planning, adequate funding, and periodic evaluation. (JB)

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INTERNATIONAL LINKAGES IN HIGHER EDUCATION:

A FEASIBILITY STUDY

DRAFT

FINAL REPORT

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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Fred Harvey Harrington, Director

February 1978

PREFACE

The Study expresses its gratitude to the several hundred members of the higher education communities of the United States and foreign countries who have generously given their time and counsel to Study representatives during the past two years. We hope that our conclusions, recommendations and proposals meet at least some of the needs they have expressed and that in the coming years American academic cooperation with foreign colleagues will greatly expand for the mutual benefit of our institutions and societies.

To the many friends in government who have been equally generous with time and counsel during a time of transition our thanks, too. We are particularly indebted to the AID Task Force, CU and OE personnel for their help.

We believe a new partnership is possible between the American academic community and government which would give to international education on campus and overseas the importance it requires in the education and national interest.

TABLE OF CONTENTS

Summary i

Introduction 1

I. Background 4

Broadened Federal Support 6

Private Foundations 7

Finance 7

Preliminary Report 7

Creation of CICHE 8

II. A Note on Method 9

American Academic Perspective 11

I. U.S. Postsecondary Education: An Overview 11

II. International Education 16

Review of the Past 16

The Present Situation 20

Elements of International Education 23

III. Conclusion 49

International Academic Perspective 52

I. Overview 52

II. Western Europe 53

Declining U.S. Educational Relations with Europe 54

III. The Present State of LDC Higher Education: Growth and Diversity 62

Growth 64

Diversity 67

Defining Development Goals 70

Higher Education for Development 73

CONTENTS (continued)

IV. The Interest in Cooperation with U.S. Institutions 89

Suggestions of LDC Educators for Improvement in U.S. Relationships 91

Suggestions for Strengthening Future Relationships 93

Fields of LDC Interest for U.S. Cooperation 97

V. Declining U.S. Contact with LDCs 101

CU Support for Broader Educational Purposes of LDC Higher Education 102

Educational Exchanges 105

VI. Conclusion 108

Federal Perspective 110

I. The State Department's Bureau of Educational and Cultural Affairs (CU) 110

II. The AID Perspective 115

III. U.S. Office of Education, Department of Health, Education and Welfare 129

IV. The Congress 130

V. Conclusion: The National Interest 131

Conclusions 133

I. The Operational Framework for Selected International Education Needs 134

Education and World Affairs (EWA) 134

International Council for Educational Development (ICED) 135

Institute of International Education (IIE) 136

Selected Regionally Focussed Organizations 137

Data Banks and Information Networks 140

II. Gaps in Existing Organizational Structure 141

The Need for a Central Point of Access to U.S. Higher Education 141

Absence of a Sustained Knowledge Base of Foreign Higher Education 144

Advisory and Consulting Services 145

Research and Special Studies 145

A Special Problem: Recruitment of American Academic Staff for Overseas Service 146

The Gap in American Academic Relations to International Organizations 149

III. Conclusion 150

Recommendations 152

I. Council for International Cooperation in Higher Education (CICHE) 154

Proposed Council Functions 154

Proposed Council Organization 156

II. A Recommended Program of Planned Institutional Cooperation through Linkages 160

Linkages Defined 161

Criteria for Linkages 165

III. Recommendations 170

Sponsoring Associations

Higher Education Task Force

ILHE Study Staff

Others who Participated in Field Study

SUMMARY

I. Introduction

The Study background is reviewed and creation by the educational associations of a framework for new initiatives--the Council for International Cooperation in Higher Education--is noted.

II. The American Academic Perspective

The growth and diversity of American higher education is reviewed with special emphasis on its tradition of innovation, linking of pure and applied research, problem-solving orientation, and community service. The emergence of state colleges and universities and community colleges is seen as offering great new potential, and interdependence of government and universities is seen as a source of strength. Finally, the increased role of higher education associations is noted.

Turning to international education, the past activity is reviewed as having relevance for future effort. Arguing the fundamental educational and national need to internationalize campus perspectives through commitments on campus and experience overseas, recent reversals of progress in this effort are cited. The Study has revealed four positive notes: (1) there is emerging consensus that the international dimension is an essential part of the educational mission; (2) international education is spreading throughout the system but much remains to be done; (3) the development of consortia to maximize resources; and (4) actions of the higher education associations to strengthen their educational programs. Reviewing selected components of international education, decline is found in nearly every area, and it is seen that current programs leave untouched a large majority of institutions. The Study cannot propose comprehensive remedies but can only illustrate the gravity of the problem. Solutions must be found through partnership of the academic community and government. More limited Study proposals presented later in the report are

designed to meet some specific needs of foreign educators and the American academic community and to further relate American higher education to its counterparts overseas in new, productive, and mutually beneficial ways.

III. The International Academic Perspective

It is suggested that higher education both in the developed and developing world is constantly changing, responding to tensions between equity and quality, training for work and educating for citizenship and conserving and extending knowledge in an environment in which there is growing commitment to the more equitable distribution of society's resources, material and intangible, both within and among nations. Much is to be gained by the sharing of knowledge and experience among higher education institutions based on a common pursuit of solutions to common problems.

In Europe, where American academic ties have been deep, long-standing, and of great benefit to both sides, the scope of exchange is greatly diminished even in science, despite the interest on both sides in extending their breadth to accommodate the growth and diversity occurring in all systems. While relations with some communist countries are presently too restricted to have priority for expansion, in Eastern Europe there are many new opportunities to explore. It is argued that the present exchange efforts with Europe must be returned to credible levels in the academic and national interest.

In the LDCs, higher education, responding to the same tensions as in the developed world, is growing and diversifying despite greater problems due to lack of human and material resources. Charges that LDC higher education is elitist, ivory tower, and removed from contributions to development, never wholly correct, must be revised in light of changes demonstrably taking place. Despite wide regional variation, all are accommodating to immediate social environments, and their accomplishments and potential should be better recognized since in a relatively short time systems are in place in virtually

every country. They have matured and are performing essential services. Whatever the ideology, nearly every LDC gives higher education development high priority, but there are differences in defining their development role. While from an academic point of view most of these roles are legitimate contributions to development broadly defined, the Study has proceeded to review the role of LDC higher education for development in meeting basic human needs as required by AID's congressional mandate.

Although diversity makes generalizations difficult, it is suggested that there are three discernible trends: (1) institutions whose principal purpose is teaching and research, with most now emphasizing local and national problems; (2) more activist institutions, often apart from urban centers, and stressing applied research, extension, and service; and (3) degree and certificate granting, specialized institutions for teacher education, agriculture, technology and trade, etc.

The functions of LDC institutions, manpower training, research and action-oriented service are reviewed, relating them to meeting basic human needs. It is argued that a flexible donor policy would recognize the continuing needs for institutional development which vary greatly within and among regions. The principal postsecondary education function is manpower training. Lack of skilled manpower at all levels is a principal impediment to successful development projects. The poorest countries are usually those with the least available trained manpower supply. Great strides have been made in increasing the total number of graduates and examples are cited of increasing efforts to improve quality and relevance of training at all levels and directly related to national and community need. Improvements are still necessary, and special problems related to teacher education and technical vocational education are noted.

In research it is pointed out that there are many excellent research centers now well in place, which should have a greater role in donor and government-

supported development work. This is recognized in the creation of the Board of International Food and Agricultural Development (BIFAD), but other problem areas remain untouched. Numerous examples of applied research programs are cited with the recommendation that these efforts would be improved and expanded by upgrading staff capability. The wide variety of extension and service outreach activities by LDC institutions is noted and examples cited.

The LDC interest in ties with American counterparts is reviewed and dramatic growth in interest noted and ascribed to reduced opportunities due to changed American policy, past successful experience, recognition of American excellence in certain fields, and its tradition of flexible response to community needs and innovation and productivity, particularly in applied fields. Criticisms of past relationships include lack of equality in relationship, insufficient continuity, lack of information about American higher education resources, and inability to recruit faculty. Desired by LDCs is reciprocity, continuity, and improved access in developing relations with American institutions. The areas where collaboration is desired are joint research and action projects, short- and long-term faculty exchange for staff development and curriculum development. Fields cited as priorities are reviewed with special emphasis on science and technology.

It is suggested that while LDC higher education institutions cannot themselves create wealth, reorder society's goals, or reduce human suffering, they are a crucial ingredient in dealing with these problems. As it evolves, LDC higher education has the fundamental purpose of strengthening national independence and self-reliance for development.

It is noted that the most acute shortfall in American academic cooperation is with the middle-income countries, many AID graduates, where there is a sharp decline in American educational cooperation despite the continued LDC need and desire for it. The cultural exchange program is reviewed in this

context and found to be too small to have significant impact. It is recommended that education and cultural exchanges with middle-income countries be expanded greatly to maintain a credible level of contact and because they have the flexibility to respond to broader and important LDC educational interests not within AID's mandate.

IV. The Federal Perspective

CU: It is argued that present CU funding levels do not sustain a credible level of American educational exchange in the developed or developing world to the detriment of our long-term foreign policy. If substantial increases become available it would be desirable to broaden participation in exchanges, to expand our exchanges with the LDCs to fill the gaps created by AID's policy reorientation. Present exchanges give too little support to continuity of relationships and institutional linkages would be an important complement to existing educational exchange programs. Finally, CU personnel are increasingly called on by foreign governments and educators to provide specialized educational advice and services and the creation of the CICHE meets a pressing need for coordinated access to the full range of the American academic resources.

AID: AID is essentially confronted with a paradox in implementing the new directions mandate in education. It is that the poorest countries usually have the least trained manpower at all levels, a widely acknowledged impediment to effective implementation of rural development and other programs designed to meet basic human needs. A flexible policy for support of institutional development in LDCs is justified since there is persuasive evidence that LDC higher education is in fact growing, changing, and diversifying in ways directly benefiting the poor. AID has a number of means available to strengthen LDC institutional capability, and an important additional means is proposed--institutional linkages--one that is adapted to the changing educational scene, meets both LDC and U.S. institutional needs and does so at limited cost. The

case for continued technical assistance to the middle-income countries is presented on the grounds that their needs, especially in education, continue, that they still have pockets of extreme poverty, play a brokering role for poorer neighbors, and have the greatest absorptive capacity. It is suggested that better coordinated access to U.S. higher education resources is needed by middle-income countries and by AID which has little remaining expertise in this area and that continuing institutional linkages are a modest but effective way to continue past successful relationships and to upgrade research and training capability. Finally, it is suggested that AID personnel pay closer attention to the new potential of the LDC higher education community, utilizing it more directly in development assistance programs.

The liaison, information referral, and brokerage functions of the CICHE are suggested as important to LDCs and to AID itself. Finally, despite past problems the mutual dependence of AID and the academic community is cited as grounds for optimism about developing new approaches for purposes shared in common.

U.S. Office of Education: OE is cited as the principal source of federal support for international education programs on the campuses, but within the DHEW, the Division of International Education's size and scope are miniscule with staff cut by more than half since 1968. New OE leadership have given international education high priority with a new task force of government personnel and educators convened to identify needs and priorities for global education. The Presidential Commission on Language and Area Studies also offers hope that urgent international education problems will be addressed. Despite these optimistic notes, the OE budget for fiscal 1978 offers little opportunity to extend the reach of OE programs to the vast majority of the higher education community now almost completely untouched by OE international education programs. This Study can only draw attention to the magnitude of

the problem, offering limited proposals to meet specific needs for better higher education, coordination for international education, and more international interaction for campuses. These should be an important adjunct to any new programs which emerge in coming months. Study proposals are under discussion at OE, and, meanwhile, the OE grant has been extended to allow further treatment of significant questions related to campus international education which will be incorporated in the final report.

Congress: Congressional initiatives advancing international education are cited noting that there is substantial understanding in Congress of the international education priority which might find expression in new legislation. The GAO survey of exchange and language and area studies is also seen as helpful in increasing congressional awareness of international education.

Conclusion: The national need for international education transcends specific agency purposes and programs but has yet to be expressed symbolically by national leadership or actually through adequate funding and national coordination. The academic community is mobilizing to meet its international education responsibilities but needs the critical help of government to meet the challenge.

V. Conclusion

The gaps in organizational framework for international education liaison have been reviewed and the conclusion drawn that new initiative is required to meet the expressed need of foreign and American institutions and American government agencies for access, information referral, liaison, and other services. Some of the services called for relate directly to the effective functioning of programs of international educational cooperation.

It is also concluded on the basis of the earlier review of American and foreign perspectives that a second gap in the international education framework is the absence of a program for planned and sustained institutional

cooperation through linkages. Both American foreign educational institutions are seen ready to enter a new mode of cooperation in pursuit of mutually defined goals relevant to cultural diplomacy, international education, and technical assistance. Out of their perceived need for cooperation comes a willingness to invest their own resources. All that is required is support to facilitate these programs through small grants. It is concluded that a new linkage program is desirable and recommendations concerning its conduct are made in the following section.

VI. Recommendations

1. The Study has recommended the creation of a Council for International Cooperation in Higher Education within the structure of the higher education associations, to work with colleges and universities in the United States and abroad, and with government and private agencies to promote international understanding, improve cultural relations and to take a new initiative in American international academic cooperation for development.

2. The Study has also recommended that the Council administer a program to support institutional cooperation through mutually beneficial linkages as the best available means of maximizing private sector and overseas contributions to academic institutional collaboration.

The advantages of academic management of the Council and linkages are presented and stress is placed on the commitment to limit Council size, making use of existing campus and associational resources for operations. The Council framework is proposed to include governance by the higher education community, creation of an international advisory committee to assure that Council functions are responsive to need, and combined public and government funding. The functional framework proposed includes: (1) access, information and referral, (2) international education liaison, (3) advisory and consulting services and special projects, (4) research, (5) recruitment

of American staff, (6) policy and planning, and (7) planned institutional cooperation.

The Study has concluded that direct institutional links, usually functioning at the departmental level, are the best means of American participation in the emerging global education system and of upgrading LDC institutions. Overseas and U.S. interviews have strengthened this conviction, as does analysis of existing bilateral linking programs.

Linkages are defined by this Study as direct operational ties, arrived at through mutual agreement, providing mutual benefit, and requiring mutual investment of resources. Tutelage is rejected as a style of operation; instead emphasis is on mutuality and collaboration. Linkages may occur between institutions as a whole or groups of institutions (consortia). Most often, ties will be at the departmental and interdepartmental level.

Focus of linkages is proposed. For OE postsecondary policy analyses and leadership development is stressed. AID-supported links should relate to the mandated "new directions" with criteria for selection to include evidence that the LDC institution's proposal relates to national planning priorities in AID-defined problem areas. The advantages of linkage are argued to include the following for LDCs:

- allow for exposure to the American system which emphasizes the applied as well as theoretical in unique combinations of extension and service;
- emphasize interdisciplinary problem solving;
- upgrade staff qualifications;
- lead to better matching of institutional interests and resources;
- provide more suitable, jointly designed training for LDC advanced students, enabling them to concentrate on home research problems and needs during relatively brief residence in the United States,
- supply needed American staff for short periods to work on curriculum and research, or for relatively longer assignments;
- allow for longer-term academic planning for development; and

. yield those benefits for modest local investment.

For American institutions, linkages offer:

. overseas experience which broadens and deepens understanding, to the direct benefit of teaching and research;

. research opportunities in area studies, solar energy adaptation, marine and tropical disease investigations, economic development and bilingual education experiments, all unavailable at home and of direct relevance to American problems;

. opportunity for sustained dialogue with the international scholarly world;

. rotation of faculty, especially important now that a high proportion of staff are senior and tenured;

. increased teaching focus on international development problems; and

. opportunities to include a wider range of U.S. institutions such as those specializing in technical and vocational training.

Criteria for Linkages: Evaluation of existing linkage programs suggests that to be successful links must: (1) begin with a clear definition of mutual advantage; (2) define specific purposes and develop a coherent plan for their achievement; (3) involve the faculty fully in planning; (4) demonstrate institutional commitment in the form of support at key administrative levels that assure conformance to overall institutional priorities; (5) provide for institutional financial investment which would normally include salaries and omit consulting fees and administrative costs; (6) offer evidence of adequate and appropriate resources; and (7) provide for independent evaluation of progress at regular intervals. Experience also suggests that initial exploration of linkage must include site visits on both sides and a period of negotiation which includes an extensive exchange of information.

Additional criteria concerning problem focus, the allocation of links within countries and institutions, and types of institutions involved on both sides, must be developed through further study and consultation with foreign educators, American campuses, and federal agencies. Other potential links are noted and constraints to linkage considered.

INTRODUCTION

This feasibility study of international linkages centers on the role of higher education in the international relations of the United States.

This role, obviously, has been an important one. It has been significant in campus teaching and research (what is often called international education), in faculty and student exchange, and in technical assistance to developing nations. There has been so much activity in each of these categories that many have talked about the "internationalization" of our colleges and universities.

Yet, all has not been well. There has been some dissatisfaction with results. Government officials and educators, foundation officials, and members of the general public, while recognizing accomplishments, have all felt that much more should be done, that the postsecondary institutions could and should make a larger contribution than they have to date.

Thus persuaded, representatives of both education and government concluded that an additional look might be useful, (1) to see if the time is ripe for major new initiatives, and (2), if so, what the new initiatives should be.

The importance of the subject is underscored by the types of support it has received. A substantial grant from the Agency for International Development (AID) was the launching force, and a special AID task force has been in touch with the study group throughout the period of the investigation. Supplementary grants from the Bureau of Educational and Cultural Affairs of the State Department (CU) and from the Office of Education of the Department of Health, Education, and Welfare (OE) have made it possible to broaden the scope of the study. Officials from OE and CU, and from other government agencies, have been helpful all along the way.

The major private foundations have also shown interest, and two, the Kellogg Foundation and the Ford Foundation, have assisted with the financing of the study. No less than seven higher education associations--representing nearly all of the colleges and universities in the United States--have sponsored the effort.[1] All of these associations have made important contributions to the study. Those with international offices (ACE, NASULGC, AASCU, AACJC) have been particularly helpful, supplying members of the study group without charge to the project. NASULGC has been fiscal agent for the study and has contributed its back-up services at no budget expense to the project.

Associations representing individual disciplines or special approaches have also been most helpful. Particular mention should be made of the American Association of Colleges of Teacher Education (AACTE), the Council for International Exchange of Scholars (CIES), and the Institute of International Education (IIE).

In addition, and perhaps most important of all, the colleges and universities of the United States, their consortia, and their individual departments and faculty members have been of assistance at every point. So have the institutions of higher education abroad, both in Europe and in the developing world; also their educational associations and government agencies, and any number of individual academic leaders from a great number of foreign countries.

Supplementing all this cheerfully given assistance, the study group has had access to mountains of government reports and scholarly publications.

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[1] The American Association of Community and Junior Colleges (AACJC), the American Association of State Colleges and Universities (AASCU), the American Council on Education (ACE), the Association of American Colleges (AAC), the Association of American Universities (AAU), the National Association of State Universities and Land-Grant Colleges (NASULGC) were involved from the start. A seventh body, the National Association of Independent Colleges and Universities (NAICU) joined in sponsorship during the period of the study.

Thus the problem has not been one of a shortage of materials. Rather it has been one of selection and interpretation.

With so much to cover, we have found it necessary to move quickly over numerous topics, and to indicate the dimensions of many subjects rather than to attempt exhaustive coverage, to use examples and make suggestions rather than to take on the impossible job of being definitive.

In other words, this is a beginning, or a contribution-along-the-way rather than an end-of-the-road treatment. What is more, some questions are treated in much greater detail than are others. As an example, a good deal of space is given to demonstrating that colleges and universities in the developing world are increasingly interested in and capable of contributing to the national development of their countries. This discussion is extended because many people here and abroad still feel that these institutions are ivory tower and remote from contact with everyday practical affairs. The point is of more than usual significance as one assesses the value of these colleges and universities in development schemes and in linkage arrangements with American higher education partners. But in giving additional attention to this matter, the study group has assigned fewer pages to equally important topics, such as the training of foreign area experts on American campuses.

The report, then, tends to be thin in spots and somewhat uneven in its allocation of space. But it does provide an overview, and, by tackling many subjects, the study does emphasize several very important points:

--that while American colleges and universities have made important contributions in the international field, they can (and in the national interest should) do much more than they have to date;

--that to move in this direction, American postsecondary institutions, and those who control them, must recognize that international education and activities are a permanent and essential part of their work, not an "extra";

--that all of higher education must be involved in the effort, including such "new actors" as the state and community colleges, the smaller liberal arts colleges, and the institutions mainly serving special

groups (e.g., the predominantly black colleges and technical and adult education institutes);

--that joint effort is important in the international field, and thus American colleges and universities should work together, in formal and informal consortia on both a national and international basis;

--that a great deal can be accomplished by linkages with colleges and universities abroad, both in the developed and developing world; and that these linkages work best when they represent continuing rather than temporary associations; and that these linkages are of assistance to both sides of the partnership;

--that in addition to institutional commitments, much can be done through college and departmental arrangements, and through national associations representing colleges and universities, or particular specialties and interdisciplinary activity;

--that each of the major national associations should give increased attention to international matters, and build expertise in handling international matters;

--that in the period immediately ahead, there is special need for additional liaison, information, and facilitating activities, and that these should relate closely to the major national associations, as contemplated in the establishment of the Council for International Cooperation in Higher Education;

--that colleges and universities involved in international activities must know more about and work more effectively than in the past with American government agencies, international bodies, and higher education overseas; and that this requires much effort and understanding on both sides;

--that none of the above is possible unless much more financial support is given to American colleges and universities for their international work; that the decline in such support from the federal government and the private foundations in recent years has been unfortunate and should be reversed in the national interest; that resolution of this problem is of vital importance to the American Republic and the world and calls for major new initiatives in the immediate future.

I. Background

This feasibility study of international linkages in higher education had its origins in 1972 discussions between AID and the academic community. Both recognized the need for continuing relations between American higher education and higher education in LDCs to help upgrade the colleges and universities in the LDCs. As LDC institutions improved, there was need for a relationship based on collaboration rather than tutelage. And American

colleges and universities, having discovered the importance of linkages with LDC higher education, felt the need for extended overseas networks for teaching, research and service.

In 1973, the higher education community proposed the creation of the Association for International Cooperation in Higher Education and Research (AICHER) to move immediately to provide needed liaison between U.S. and LDC higher education to advance LDC institutional capacity for applied research, teaching, and extension in the service of development. Instead, AID made a grant (AID/ta-G-3120) to the National Association of State Universities and Land-Grant Colleges on June 30, 1975, to study the feasibility of establishing such an entity. The study got under way in June 1976 when Fred Harvey Harrington, past president of the University of Wisconsin and advisor to the Ford Foundation, was named Director.

A higher education task force was formed for study design and execution consisting of representatives from the sponsoring associations. An AID task force was also constituted with representatives from regional and functional bureaus. The two groups have met regularly during the study period, and AID task force members have played a helpful, facilitative role. It would be inappropriate and unfair to AID colleagues, however, to regard the study as a joint effort. Instead, it represents the interests of U.S. higher education in international exchange, research, and technical assistance, and the urgent overseas need for educational cooperation with the U.S. There is of course a significant coincidence of interest between these interests and the mission of AID.

An important emphasis of the study is on the interests and needs of foreign governments and higher education communities. Accordingly, a first step was to convene in November 1976 a panel of distinguished LDC educators to review with them study purposes, soliciting their expert advice and continuing collaboration. Subsequently, field visits overseas by task force and selected univer-

sity academic representatives were conducted in 39 countries, involving more than 150 institutions and organizations and 400 individuals. An additional 50 were interviewed in the U.S. from 30 other nations. (See the attached list of organizations and institutions.)

There have also been meetings with American representatives overseas including ambassadors, AID mission personnel, cultural and information officers, and foundation representatives. Leading European agencies in technical assistance and educational linkages have been consulted as well as international agencies such as the World Bank, FAO, ILO, and UNESCO. In the United States there have been consultations with federal agencies, Congress, and private international education organizations; also with members of the U.S. academic community and with more than 30 organizations and public and private agencies active in international education.

A search of selected literature on higher education and development and on general themes of international education has been undertaken as well as a review of current reports, periodicals, and the policy statements of more than 300 organizations.

A. Broadened Federal Support

From the outset, it was felt that to represent adequately the geographic and functional range of American academic interest in international activities it would be necessary to have the financial support and involvement of several government agencies active in these matters. With AID's encouragement, grants were obtained from the Department of State's Bureau of Educational and Cultural Affairs (CU) in September 1976 and the U.S. Office of Education's Division of International Studies (OE) in July 1977.

The CU grant permits coverage of the full range of our educational relations in LDCs, particularly in the middle income countries where as aid for higher education diminishes and even disappears, CU is pressed to fill the

gap with no compensatory increase in budget. The CU grant also extends study coverage to a general review of our academic relations with the developed world. It should be noted that senior CU officials expressed impatience at being asked to support a study rather than proceeding immediately to organize a liaison office. This reflects CU's growing concern about the lack of coordination of current U.S. higher education activities overseas, which in some lamentable instances threatens to discredit our image abroad, with clear implications for the conduct of American foreign policy.

The OE grant to our study, effective July 1, 1977, is to support a review of the current state of international and foreign language studies and to assess current and future needs. In this review the Study has paid particular attention to such new factors as the emergence of community colleges, the withdrawal of private foundations from support for international education and advanced foreign area research, and the changing overseas climate for field research. These and other questions will be treated further in this report.

B. Private Foundations

Supplementing this public support was a critically important grant from the Kellogg Foundation. The Ford Foundation provided the services of the director of the study.

C. Finance

Each of the sponsoring higher education associations gave assistance in terms of the time of professional personnel. The total contribution of the foundations, the higher education associations and their member universities came to roughly 40 percent of the total study cost. No indirect cost has been charged nor have fees been paid for consultancy.

D. Preliminary Report

On July 11, 1977, a preliminary report was submitted to AID setting out in general terms the study's conclusions and proposals in accordance with specific instructions related to the agency's fiscal planning requirements.

The response of the AID task force has been helpful in preparing this final document.

E. Creation of CICHE

In accordance with the study's initial recommendations, the coordinating committee (consisting of the elected and executive heads of the sponsoring organizations now expanded to include the National Association of Independent Colleges and Universities) at a meeting in Washington on October 27, 1977, authorized the creation of the Council for International Cooperation in Higher Education (CICHE) to facilitate and encourage international educational collaboration and liaison between American higher education and the higher education communities of other countries as recommended by the Linkages Study. It will do so with the focus on helping strengthen, facilitate, and extend the international programs of the educational associations and their member institutions and not in supplanting them. The functions of CICHE will generally consist of information and referral, international educational liaison, advisory and consulting services, workshops, studies, and such other activities as may be necessitated by the changing needs of the field. While creation of CICHE has been regarded as premature by some in AID, other agencies supporting the study regard it as a successful outcome evidencing commitment by the academic associations to new efforts in international education and exchange.

From the academic point of view creation of the Council in advance of study completion demonstrates acceptance of responsibility for a new priority for international education activities needed by member campuses and foreign colleagues, and it is seen to be in the national interest as well. It is necessary to move ahead on a number of fronts in order to maintain momentum and gain support for different elements of the proposed program. No AID funding to the study has been or will be used for CICHE activity.

What has been achieved is a basic structure for future actions, the shape and size of which will be determined by the level and kind of support forthcoming from public and private sources.

II. A Note on Method

Just as other task forces when given large missions matched inversely by limited time and resources have had to rely on available data, less than fully objective judgments and a pragmatic sampling of opinions, this study was forced to adopt a style and methodology which can hardly be defended as fully objective. The very size of the universe of the two main populations being studied prevents adequate coverage or systematic sampling--on the one hand, the U.S. higher education community with its nearly three thousand institutions representing a vast array of specializations and experiences, and, on the other, higher education in 39 other countries with all of the regional, historical, and developmental differences they represent. Thus a good share of the material presented is drawn from existing literature, from interviews conducted under varying circumstances and on a selective basis, both in the U.S. and abroad. Much of the material is anecdotal in nature. We make no serious apologies, for we believe the conclusions reached are sound and we present examples of the evidence we have collected to support them. The reports of the study should, in our view, be a useful document to policymakers both among the sponsoring agencies and in the higher education community.

The Agency for International Development was the principal single sponsor of the study. We have tried to be particularly careful to present materials of use to AID. However, we have not wanted in the process to diminish the importance of the study to other sponsors nor to the colleges and universities. Therefore, we have tried to strike a balance and to be responsive to each of the interested parties. The very fact that there is such a widespread backing for and interest in the study, however, has

encouraged us to take the broad, national view within which we believe the component segments mesh.

In essence, we are reporting on the international role and relationships of a highly important, vital sector of American society at a time of accelerating change and broadly acknowledged global interdependence. There can be few larger orders. We have had to bypass detail in order to present material relevant to the broader questions.

We are grateful for the vision of those in the sponsoring agencies and organizations who have given us this opportunity.

AMERICAN ACADEMIC PERSPECTIVE

> To correct the evils, great and small, which spring from want of sympathy and from positive enmity among strangers, as nations or as individuals, is one of the highest functions of civilization.
>
> - Abraham Lincoln

I. U.S. POSTSECONDARY EDUCATION: AN OVERVIEW

The three thousand colleges and universities in the United States are a major resource of the American democratic society. It is important, therefore, to give attention to these institutions whenever one is considering any major national problem or policy. Is higher education making a significant contribution in this particular area? Could this contribution be improved, and, if so, how?

There can be no doubt as to the importance of postsecondary education. This importance stems in part from the number and size of our colleges and universities. Collectively they enroll half the nation's "college-age" population (18-24), plus an equal number of older citizens. Their faculties, which total over half a million men and women, include a significant part of the nation's indispensable store of experts.

Location is a factor, too; these institutions are situated in every part of the United States, and reflect and influence the viewpoints of all regions.

Diversity is no less significant. The three thousand include giant public and private universities with graduate and professional specialization; teachers colleges that have evolved into multipurpose state colleges and universities; small private liberal arts colleges; locally based community colleges offering two years of academic and vocational work; specialized

institutions predominantly for blacks, adults, or women, or for those training for careers in art, medicine, science, or religion.

American colleges and universities are the more important because they do many things. Their basic (originally their only) responsibility is to teach the young and old, that is, to help students to learn. But, in addition, many campuses are centers for pure and applied research, and for research training. Besides, most postsecondary institutions perform public service functions, in their communities and beyond.

As a result, Americans have come to rely on their system of higher education in many ways:

--as a channel for individual upward mobility (the tradition here, long-established, was strengthened by the passage of the GI-Bill at the end of World War II);

--as a main agent for meeting the nation's constantly changing manpower needs;

--as an essential force for transmitting knowledge, questioning values, analyzing institutions, proposing policy alternatives, and promoting change.

Increasingly, government, the foundations, professional groups, and the public generally have looked to the campus for assistance in problem solving. Long since in agriculture and the fight against disease. More recently to compete in space with the Russians after Sputnik; to meet urban and energy crises and save the environment, to help minorities, and to tackle problems of poverty and prejudice. And to become involved abroad.

Results have not always been good. Colleges and universities have sometimes trained too many in certain fields, too few in others. Sometimes there have been disappointments when government or the public has expected applied results before there has been time to complete fundamental research. Or when professors have moved in without adequate preparation, as in proposing western economic models for developing countries with very different cultural patterns. Student violence in the late sixties reduced public confidence in higher

education, and in the seventies budget crises have made it difficult for colleges and universities to do many of the things which they can do well.

Still, the record is remarkable. Higher education looms large in the story of the development of modern America. Much of the credit must go to those who have wanted to make postsecondary education practical and useful, from Benjamin Franklin and Thomas Jefferson on down to the present day. Included are those responsible for the introduction of the elective system, the rise of professional and graduate schools, the promotion of adult education and extension services.

One statute deserves special mention, the Morrill Land-Grant Act of 1862. This was poverty legislation, designed to help the small farmers and disadvantaged mechanics of Abraham Lincoln's day. It emphasized the useful arts, practical college training in agriculture and engineering, fields central to the development of the United States in the nineteenth century, and many developing countries today. Follow-up legislation and appropriations encouraged the Land-Grant colleges to establish agricultural and engineering experiment stations, where research workers tackled problems of practical interest to Americans. Later, the results were carried to the people by the university extension agents.

There are only a few dozen Land-Grant colleges in the United States, one or two for each state. In a real sense, however, the Land-Grant concept now belongs to the whole of American higher education--emphasis on the practical as well as the theoretical, the willingness of colleges and universities to be of service to the community, to work with government and the people in problem solving and national development.

Here we have much of the strength of American postsecondary education, and something of use beyond our borders. Since the Land-Grant system has features peculiar to the United States (e.g., county agents reporting to

the university), it does not provide a model that can be duplicated abroad. But the Land-Grant spirit and approach are exportable commodities.

The twentieth century has brought mass education to the United States, increasing college and university enrollments tenfold. Small schools have grown into large institutions, often with new branch campuses. Tiny state teachers colleges and small city-based private colleges have been transformed into substantial universities. Most striking of all, this has been the period of the coming of the community colleges, with soaring enrollments and close ties to their localities. As yet, these "new actors" have been inadequately recognized. But they are strong and will be stronger. In the national interest, they must be assigned larger roles in higher education's future; and there is every indication that they are capable of handling such assignments.

While growing in size, American colleges and universities have improved in quality during the twentieth century. There has been a great increase in basic or theoretical research on American campuses, both in the natural and the social sciences, humanities and arts. Fortunately, this has not resulted in a revival of ivory tower attitudes, moving away from reality. Those engaged in fundamental studies have begun to show genuine interest in practical applications, and in linking pure and applied research have increased their usefulness.

Meantime, the role of the federal government has increased enormously, both in supporting training programs and in sponsoring campus research. Major universities, public and private, have come to depend upon Washington for as much as a quarter to a third of their total budgets. This has not always worked out well. Higher education complains of uneven support and excessive paperwork, while government agencies note that some academics fail to deliver. On the whole, however, experience shows that when financing is adequate, and goals mutually defined, colleges and universities can help the government realize its objectives.

As higher education grew more complicated in these years, it became necessary for postsecondary institutions to form associations to represent their interests. Headquarters have been shifted to Washington as federal activity has increased, and liaison with the federal government has become a major part of the association effort.

Gradually, these associations have learned how to cooperate. A coordinating committee ties together the seven that are sponsoring this study. There are, however, many other organizations. Some represent types of institutions (Catholic or black colleges, for example). Others speak for particular disciplines or groups of disciplines (teacher education, business, health sciences, chemistry) or for administrative specialties (personnel officers, business managers, extension officials) or special activities (accrediting, international programs). The list becomes endless when one adds the regional and state organizations of colleges and universities around the country.

For the most part these associations have done useful work; higher education could not get along without them. But, despite the number of organizations in existence, there are gaps, as in the international field. And there is a widespread need for improved liaison among the associations, to help their colleges and universities, and in the national interest.

II. INTERNATIONAL EDUCATION

A. Review of the Past

When Americans were concentrating on the domestic development of the United States, the colleges and universities of this country became heavily involved in the task of advancing that development. As the Republic has increased its international commitment, higher education has again played a critical role. This has been evidenced in every aspect of postsecondary education--teaching, research, and public service.

Even before the World Wars, there was interest in international education (campus teaching about the world), in faculty and student exchange, and in the participation of American faculty members in developmental programs overseas. Except for religious studies, campus teaching focused mainly on Europe during the nineteenth century, as did scholarly exchange, e.g., Americans going to Europe to study [illegible] advanced degrees. By 1900, however, we were paying more attention to the non-European world, and American universities were beginning to train a few experts in Asian, African, and Latin American studies. The same years brought the beginning, a trickle really, of students from those countries to the United States. And the earliest technical missions abroad, forerunners of AID operations, did feature what is now called the developing world.[1]

The great upsurge came after World War II. Much more than World War I, this conflict was a global war, and it was followed by the breakup of colonial

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[1] For this little-known story, see Merle Curti and Kendall Birr, Prelude to Point Four: American Technical Missions Overseas, 1838-1938 (Madison: University of Wisconsin Press, 1954). Note that (1) many, though by no means all, of these missions were headed by American university professors; and (2) that financing came, as it does today, from American voluntary agencies, including foundations and the foreign governments of the United States and the developing nations.

empires, the emergence of newly independent, developing nations, and an expanded role for the United States. By then it was painfully obvious that there were too few American experts on many overseas regions; there was too little understanding on the part of government officials and the general public about foreign countries and their problems; and there was insufficient interchange of people and ideas.

Improvement was required in the national interest. Inevitably, much of the job was assigned to higher education. Colleges and universities stepped up their international offerings and training programs, absorbed an increased number of foreign students, especially from the developing nations, and became associated with improvement programs in Asia, Africa, and Latin America.

A major part of funding for the increase in international education came from the regular budgets of the postsecondary institutions, from state legislative appropriations, private giving, and student fees. This was possible because this was a period of rapid growth and rising income for American colleges and universities. Supplementing this basic finance was heavy support from national foundations, in particular Ford, Rockefeller, Kellogg, and Carnegie. As an example: The Ford Foundation, which allocates nearly half of its total spending to international matters, provides over $300 million to help major universities build area centers for training and research concerning the developing world; plus a comparable sum for operations in the field, as in tying American universities to developing institutions in such countries as Chile, Indonesia, the Philippines.

Still more important were federal government contributions at all levels. These meant support for area studies on campus through the National Defense Education Act (NDEA); funds for faculty and student exchange, notably under the Fulbright program; and the enlargement of American institutions of higher education due to assistance in building developing country universities capable of turning out manpower and supplying the advice necessary for national

development. Central to the latter effort were the Foreign Operations Administration (FOA) and its successors, the International Cooperation Administration (ICA) and the Agency for International Development (AID). As early as 1961 there were 100 contracts with American universities in such fields as agriculture, engineering, and public administration.

At that time, a high-level committee, representing government, industry, the foundations, and higher education, reviewed the situation. Its widely circulated report, The University and World Affairs,[2] noted with satisfaction the campus boom in international matters. It saw the trend as in the national interest, indeed, essential in light of the global responsibility of the Republic. It therefore recommended that colleges and universities consider international teaching, research, and outreach as an important part of their basic mission. These activities should be expanded, the committee concluded, with support from state and federal government and from foundations and other private donors. Recognizing the need for liaison and leadership, the report also said that there should be a "new organization" to help higher education relate more effectively to national needs on the international front.

Reversals: Optimism reigned when this report was issued, and the 1960s did see further growth. But disappointments were ahead late in that decade and in the early 1970s. Education and World Affairs, the "new organization" proposed in the University and World Affairs document, proved less successful than had been anticipated and lasted only a few years. The Overseas Educational Service (OES), an associated enterprise created to recruit Americans

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[2] Committee on the University and World Affairs, The University and World Affairs (New York: Ford Foundation, 1960). Often called the Morrill Report. J. L. Morrill, formerly president of the University of Minnesota, was chairman of the committee, and the members included: Senator J. W. Fulbright; HEW Secretary Arthur S. Fleming; John W. Gardner and Dean Rusk, who then headed the Carnegie and Rockefeller foundations; Franklin D. Murphy and Harvie Branscomb of UCLA and Vanderbilt; Philip D. Reed and Harold Boeschenstein of General Electric and Owens-Corning. John B. Howard, Phillips Talbot, and Adam Yarmolinsky were the staff. Some 200,000 copies of this report were circulated.

for academic jobs in developing countries, had an even shorter life. In planning for the future we can learn a great deal from the history of these agencies, but their collapse did spell discouragement to internationally minded academics and officials.

Meantime, international education on campus faced trouble on the financial front. After helping at the start, the foundations gradually reduced their support of foreign area training and study centers in the major universities. The thought was that the federal government would provide support for international education on campus, through the International Education Act passed in 1966 and still on the statute books. Unfortunately, the IEA was not funded because of administrative preoccupation with the Vietnam War and lack of congressional enthusiasm for the Act. NDEA support for international education continued, but, though significant, it has never reached a fifth of the funding level authorized (though not appropriated) for IEA. In consequence, foreign area centers have been starved for money in the 1970s.

Many institutions have drawn on regular budget funds to keep their foreign area centers going. This, however, has not been easy in the 1970s, a decade of tight budgets in both publicly and privately controlled colleges and universities. The squeeze was caused by rising costs, the leveling off of enrollments, and the temporary lowering of public confidence in higher education after the student disturbances of the late 1960s. In addition, any reversals overseas appear to have reduced the enthusiasm of some citizens for international activity.

When the crisis came, some postsecondary institutions still considered international education an "extra," rather than essential to their basic missions. Thus, when economizing, they have given disproportionate cuts to departments with international emphasis. Latecomers to international education--liberal arts colleges, the smaller universities, state and community colleges--have found it difficult to build new programs in the absence of

outside funding. Moreover, difficulties have been increased by sharp declines in secondary school and college enrollments in the foreign language courses that have traditionally been recruiting grounds for international education.

There was bad news on the scholarly exchange front as well. The highly successful Fulbright program, which has made possible a two-way movement of scholars, teachers, and students, was cut back in the 1960s. Dollar restorations since then have not kept up with inflationary increases in costs so, despite contributions from abroad (heavy in some cases, as in Germany) the program operates below its earlier level and far below the level at which it could most effectively serve the national interest. Higher education has continued to provide technical assistance to developing countries, yet there too the early 1970s brought reductions. Some of these were associated with foreign aid funding levels, some with AID unhappiness with the overseas performance of certain universities or with the dissatisfaction of educators with their relationships with American or foreign government agencies. Creation of a higher education-oriented International Development Institute might have made a difference, but AID administrator John Hannah's proposal for such a unit was not accepted. Thereafter, as foreign aid policy came to emphasize the poorest nations, some of the middle-income countries with which American colleges and universities had established good relationships, were graduated out of AID.

B. The Present Situation

Given these reversals, those interested in international education have reason for discouragement. Members of our study group have encountered that reaction when visiting 35 campuses and attending an equal number of conferences and conventions and meetings with representatives of more than 30 U.S. organizations and associations.

At the same time we became aware of a rapidly changing situation, one

that offers many opportunities for colleges and universities to make significant contributions on and off campus. Despite declining public and private support for all elements of international education, four positive points struck us with great force:

1. There is emerging general agreement among American citizens that the U.S. is and will remain a world power and that the future of the Republic depends on international as well as domestic development. This consensus is clearer now than ever before and there is a growing tendency to think about developing as well as developed countries in considering the years ahead. Since learning looms large in the American scale of values, nearly everyone now assumes that elementary and advanced schooling, including the education of adults, must not omit the international dimension, and that research and service--the handmaidens of teaching--must also take on global perspectives.

2. Reinforcing the tendency, "new actors" are constantly appearing on the scene. No longer are courses about the developing world concentrated in a few prestigious colleges and universities. In our visits we have found international education everywhere: in community and junior colleges, in the vocational as well as the academic sequences; in the smallest liberal arts colleges; in the state colleges and universities that train most of the nation's teachers; in institutions serving specialized groups, such as the predominantly black colleges and universities, technology and fine arts institutes, and continuing education agencies.

Nor is international education limited to a few courses in these and the rest of the three thousand postsecondary institutions in the United States. Our study group has been impressed by the increasing quantity of global material in offerings that previously were limited largely to American and European content. This is true not only of traditional social science and humanities discipline--economic and comparative literature are examples--but it is also the case in the natural sciences and in such professional

fields as medicine, education, engineering, journalism, business administration, music, and agriculture. That there is a lag was suggested by the findings of the American Council on Education which estimates that still only 3 percent of all undergraduate students are enrolled in courses that deal with international affairs or cultures and most often these focus on the developed world. Nor do the specialized disciplines adequately reflect comparative perspectives despite the fact that, as Eleanor Sheldon, president of the Social Science Research Council, recently pointed out, they have:

> . . . important consequences for the development of both theory and method in the social sciences. New areas have been opened up for investigation and new phenomena pointed out that challenge the validity of many empirical generalizations--including widely-accepted notions about the variability of human behavior. New findings are causing scholars to reexamine some of the questions, concepts, methods, and units of analysis that have guided their research in the past.[3]

3. The "new actors" and the old manage to move ahead, often by combining forces in consortia and by informal cooperation with each other, and with institutions and governments abroad.

4. There are hopeful signs that the higher education community is accepting a new level of responsibility for international education. For example:

> The American Association of Colleges of Teacher Education (AACTE) and the American Assembly of Collegiate Schools of Business have recently introduced requirements for international intercultural education for accreditation.
>
> AACTE, which has the largest international education operation, has this year added programs in Jamaica, Australia and Afghanistan.
>
> The National Association of State Universities and Land-Grant Colleges (NASULGC) and the American Association of Community and Junior Colleges (AACJC) have appointed and propose to appoint, respectively, full-time professional directors for international programs.
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> The American Council on Education (ACE) under its new president, Jack Peltason, has made its International Education Project a permanent part of its structure and is moving to create a special commission on international education.

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[3] Social Science Research Council, Annual Report 1976-77 (New York: SSRC, 1977), p. xiv.

The American Association of University Professors (AAUP) has recently formed an international committee to represent faculty interest in international matters.

The American Association of State Colleges and Universities (AASCU) has seen a long-standing commitment to international education and has quadrupled its international programs during the past year. Included are a faculty development program in Asian Studies funded by the National Endowment for the Humanities and a contract with Argentina for joint faculty development.

C. Elements of International Education

The following brief review of various component parts of international education on campus reveals a depressing picture of decline or inadequacy on almost every front. A recent president of the International Studies Association, Richard Lambert, suggested that we are living on the intellectual capital created by an earlier generation, one nurtured in the sixties. Furthermore, much of the earlier programs were concentrated in a limited number of major universities. The international education programs discussed here are of little benefit to the "new actors" on the educational scene.

1. Advanced Research

Declining support for advanced research in area studies and policy-related international fields is a matter of grave concern. As Robert Ward points out:

> At the postdoctoral level where the advanced research that really maintains the nation's genuine international competence is done, the withdrawal of support has been especially notable and its consequences most devastating. Some of the nation's largest and best research centers virtually face extinction. The Russian Research Center at Harvard, for example, has gone from an annual budget of $300,000 in the late 1950's to about $100,000 this year and is assured of only about $50,000 in 1976-77. From 1961 to 1975 the Center for Chinese Studies at Michigan received $2,045,000 from the Ford Foundation. It now receives nothing and has found no satisfactory alternative source of funding. Some centers, such as Yale's Southeast Asian Program, have been liquidated completely.[4]

Simultaneous with the failure of foundations, government, and institutional funding, the fifty major research centers of excellence in the international

[4]Robert E. Ward, National Needs for International Education (Washington, D.C.: Center for Strategic and International Studies, Georgetown University, 1977), p. 14.

field are failing to attract talented graduate students, sustain the competence of faculty, and maintain increasingly costly research materials in non-western fields.

Opportunities for postdoctoral research overseas have declined as is shown by the Social Science Research Council, the foremost vehicle for high quality research.

Operating jointly with the American Council of Learned Societies and others, SSRC maintains foreign area committees to review the present state of knowledge in the humanities and social sciences concerning foreign areas, encouraging collaboration with eminent foreign scholars, and charting new directors for research. Funded largely by the Ford Foundation in the past, these programs are in serious danger of disappearing in the near future as Ford withdraws support. A principal means of advancing the state of knowledge of foreign societies through research awards to eminent faculty and postdoctoral awards to the best students in the field, the committees also catalyze new research directions through publications and seminars and encourage language and area studies.

Lest it be assumed that the research of these programs is too arcane to be of interest outside the precincts of scholarship, examples of some recent topics it has stressed should be noted:

Africa: Inequality in Africa, cultural transformation in African society, politics of the common people, political economy, sociology of medicine.

Asia: Population and development in Korea, political participation in South Korea, exploration of a series of projects on various aspects of micro-level decision making regarding the allocation of resources in agrarian South Asia, political consequences of transfer of agricultural technology in northern India, and research in Sri Lanka on the political economy of equity-oriented development.

Latin America: Latin America within the international economic and political system, studies of the labor force, and the state and public policy.

A brief look at the doctoral fellowships and faculty grants awarded in 1976-77 follows:

Fellowships and Grants Awarded in 1976-77

International Doctoral Research Fellowships

Geographic Region	No.
Africa	8
Asia	23
Latin America/Caribbean	12
Near and Middle East	8
Western Europe	19
Total	70

Grants Awarded by Foreign Area Committees

Geographic Region	No.
Africa	17
China	19
East Europe	29
Japan	14
Korea	10
Latin America/Caribbean	32
Near and Middle East	16
South Asia	9
Southeast Asia	10
Soviet Union	10
Total	166

Source: Social Science Research Council Annual Report 1976-77, pp. 132-153.

The Institute of International Education, which administers the predoctoral level Fulbright research program, reports the following contrast in the number of fellowship awards in Europe over the past decade: 1966-67, 645 awards; 1976-77, 263.

Another problem is that access for individual researchers wanting to work overseas is becoming more difficult. As a result of rising national self-confidence, sensitivity about certain internal problems, and arising from perceived abuses of the past, LDC governments are carefully scrutinizing proposals by American faculty and graduate students. Even when visas are granted there is usually a requirement for local institutional affiliation and collaboration with local scholars. In these circumstances, planned institutional cooperation--linkages--can provide otherwise unavailable opportunities for research as mutual confidence and trust is built through continued joint undertakings.

While the Association of American Universities takes the lead in articulating the national need for advanced research, it requires the support of the entire education community since this is a vital element of a total program for international education.

2. Language and Area and International Centers

The Area and International Studies Centers funded under Title VI of the National Defense Education Act are in three categories:

1. NDEA Centers for International Language and Area Studies (80).
2. International Studies Programs at the Undergraduate Level of which there were 28 in 1976-77 (only 2 for community colleges).
3. NDEA International Studies Programs at the Graduate Level of which there were 13 in 1976-77.

Cut from 106 to 50 in 1975, the NDEA Centers for Language and Area Studies are located in major universities. Federal funds allocated to this program represent only 20 percent of their total cost to institutions according to estimates of the International Education Project of the American Council on Education. The recent history of total Title VI appropriations is illuminating:

FY 1969	$16,000,000
FY 1970	13,940,000
FY 1971	6,640,000
FY 1972	13,940,000
FY 1973	13,940,000
FY 1974	10,500,000
FY 1975	11,300,000
FY 1976	13,300,000

Clearly, federal funding has not kept pace with inflation, the financial straits of institutions, nor with the need for trained graduates, particularly in non-western specialties.

The history of Title VI appropriations bears more resemblance to the Perils of Pauline than to a history of rational national commitment to furthering knowledge and education, and training citizens about those parts of the world increasingly central to our national interests.

> Thirty years ago, American experts on foreign areas could have been assembled in a small room. A 1971 survey reported 3,800 specialists in over 200 programs teaching 9,000 courses to over 65,000 graduate and 250,000 undergraduate students. Language enrollments were 90,000 for this group of centers. A current survey estimates that advanced training has reached a steady-state or replacement level of experts in the fields of area studies.[5]

In 1974 the Title VI program was threatened with complete extinction. Since then, were it not for the efforts of the International Education Project of the ACE, the educational associations, staunch friends in Congress, and many dedicated colleges and universities, threats to funding levels and even the program's existence could have become a reality more than once. Despite the relative insignificance of the total appropriation in the overall Office of Education budget, it is a prime target for cuts every year. In addition to past administration indifference there is the problem of the nature of much of the program which is based largely in major universities. More funding is needed for the whole international education effort of which major centers are a vital part in order to build a more secure base of support within the educational community.

In addition, the centers must do a better job of sharing their resources and demonstrating their broader contributions to international education and national needs. They are trying.

The NDEA centers are now required by OE to include an outreach dimension in programming committing at least 15 percent of the total budget to this purpose. This has been a major force in developing a wide variety of activities aimed at improvements in K-12 education, through in-service to local teachers, to neighboring colleges and universities, and to the community. Obviously these programs now address only a small part of the total need for

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[5]The International Education Project of the American Council on Education, Perspectives on NDEA Title VI: An Update on "Citizen Education." A report submitted to members of the Subcommittee on Postsecondary Education of the House Committee on Education and Labor, 1976. (Unpublished.)

K-12 curriculum development, teacher training, improved textbooks, and providing community services.

A survey of center outreach programs conducted by ACE's International Education Project two years ago yielded the following examples which indicate the range and utility of these efforts:

- The resources of the university area specialists can be made available to precollegiate educators through in-service training programs offered by local school boards or departments of education, through university extension division courses, through special workshops, and through cooperative programs with schools of education. Each of these vehicles has been effectively tested by existing university "outreach" programs in Asian Studies, for example. In addition, precollegiate educators could be more aggressively recruited to participate in regional scholarly colloquia and to join (and be served by) the various professional associations concerned with international education (e.g., Association of Asian Studies, and other area studies and international studies organizations).

- At the University of Nebraska, interdisciplinary mini-courses on international studies were conducted on weekends for teachers. Nebraska also had a pilot project in which university faculty taught selected high school classes throughout the state. The University of Kansas proposed a program for specialists and teachers in European Studies for the Great Plains region through in-service programs.

- Through the Community and Schools Program of the University of Chicago's Center for Far Eastern Studies, graduate students have lectured for 35 high school classes. In addition, the program hopes to publish a guide to Chicago area resources on East Asia, compile and disseminate instructional material, and sponsor workshops and courses for school teachers and administrators.

- The University of California at Los Angeles, in cooperation with the Atlanta, Georgia school system, developed an interdisciplinary program of in-service training on Africa for teachers which included a working tour in Africa.

- Iowa State's International Resource Center in Ames prepared and disseminates curricular materials for Iowa's school teachers. The programs on Asian studies at the University of Michigan combined to form the Project on Asian Studies (PASE) which also disseminates curricular materials such as "Methods and Materials in Japanese Studies"; conducts teacher workshops; and a media mobile.

- The Director of the National Program for the Advancement of Pre-College Russian and East European Studies reports that this organization within the short time of one year has been able to bring outreach services to over 500 educators in more than half the states, including Alaska.

- At the national level, scholarly associations are exploring new linkages to the schools such as the Association of Asian Studies Committee on

Elementary and Secondary Education in the Schools or the Asia Society's Evaluation of Textbooks on Asia.

. Within the universities, international programs are cooperating with adult education faculties to develop cooperative programs. A New York specialist rightly stresses necessity for true collaboration: "As for teacher education, I hope the day is past when university centers regard this function as a matter of scholarly experts handing information 'down' to 'ignorant' teachers. I think this is one area where it is particularly important for new outreach programs to learn about the experience of others."[6]

Examples of another aspect of outreach/community services were elicited by the ACE survey:

. At the University of South Dakota there are many requests from local teachers for assistance in developing foreign area classroom materials. Travel agencies ask about living conditions in foreign areas, while local papers, radio, and television ask for background information and interpretation of events overseas.

. A faculty specialist at Washington University in St. Louis accompanied a St. Louis trade mission to Japan. His fellow faculty members frequently are called on to translate letters and papers for local businesses and organizations.

. Local groups use university specialists as speakers and resource persons as they explore international issues which increasingly affect their lives and livelihood. In Ann Arbor, Michigan, the University of Michigan China Studies Center provided background information, speakers and audiovisual materials for a program on China sponsored by the local chapter of the American Association of University Women.

. The University of Texas Institute for Latin American Studies has supplied books on Latin America to interested inmates of a nearby correctional institution identified through their response to a Texas-produced national radio program.

. Local ethnic groups are increasingly seeking to discover and preserve their cultural and historic roots and frequently turn to the area specialist for cooperation in this effort. For example, the Asian-American community in Boulder has consulted Asian specialists and library holdings at the University of Colorado's Asian program. In turn, the center has benefited from this community's resources in its activities.

. A Russian specialist at Edinboro State College in Pennsylvania acts as an advisor on trade matters to the local chamber of commerce and to the state and federal government as well.

. To quote from the response of the Latin American Center at the University of Pittsburgh: "Faculty members from the entire university request assistance if they are going to a Latin American country, particularly those who want to do research or contact university or

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[6] Ibid.

research institutions there. Our Center is also approached by businesses located in Pittsburgh. They want information such as trade statistics, population figures, etc. for specific Latin American countries, or they want guidance in using the Latin American collection in Hillman Library. The Pittsburgh World Affairs Council has consulted us for programming assistance, resource people, and has borrowed educational materials. Local high school teachers have requested speakers on a particular aspect of Latin American culture. Beyond the local area, our outstanding library collection, particularly on contemporary Cuba, has brought consultants from Washington and scholars from all over the world to use the materials."

. Typical of many programs described by respondents is that of the University of Pittsburgh's Center for International Studies and Latin American Studies program which has been working with the School of Education and a panel of secondary school teachers from Allegheny County to develop a program leading to a master's degree in education and/or special certification in one or more fields under the heading of multicultural and international studies. This new concentration will require eighteen semester hours of credit (six courses) in area studies (Latin American, Asian, Russian and East European), black studies, ethnic studies, international and development education, or an approved combination. It will further require participation in an action and/or research project in a situation representing a change of socio-cultural context--either in the U.S. or abroad. An advisor from each concentration will guide student selection of courses and experiences. The program will be part of the Division of Teacher Development and is scheduled to commence in the 1976-1977 academic year.[7]

One less unhappy consequence of recent funding cutbacks is the diffusion of center graduates more widely in the educational system as a whole since there are fewer openings in area studies centers. They form the nucleus for new international programs at state universities, colleges, and community colleges. This trend was discerned by Richard Lambert[8] in the early seventies and appears now to be more advanced although centers are sadly lacking in tracer studies of graduates which would demonstrate conclusively their role in training for public service, business, and all levels of the education system.

Again the ACE survey indicates this new role for center graduates:

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[7] Ibid.

[8] Richard D. Lambert, Language and Area Studies Review, Monograph 17 (Philadelphia: The American Academy of Political and Social Science, October 1973).

. An excellent example is the Asian Studies outreach program newly developed at the University of Virginia. The Chairman there writes that his program has ten faculty members with Asian expertise. Each was trained at existing Title VI centers.

. An outreach program at the University of Arkansas is now getting under way at the initiative of an Asian and a Russian specialist, both trained at NDEA centers. In Georgia, a consortium of smaller colleges has developed programs on South Asia and Africa offered in alternate years on member campuses. One of the founders is a graduate of an established NDEA Title VI center.

. The chairman of the Russian Department at Holy Cross College in Massachusetts was trained at the center at the University of Michigan.

. Graduates of the University of Wisconsin African Studies Program are employed by Washington-based consulting firms in technical assistance, teaching in African universities, USIS Foreign Language Broadcasting staff; World Bank, the Department of State, and AID.

. A survey of MA graduates of the University of Michigan's Center for Chinese Studies between 1961 and 1974 found that 71% of respondents have used skills acquired in the program. They are employed by other universities (40%), the U.S. government (15%), in research, consulting, and translation (17%), while others are working in journalism, law and banking.

. The Center for Latin American Studies at Stanford reports that alumni are using their skills in varied but significant ways in the U.S. and overseas; with the Indian Health Service in New Mexico; with the Ford Foundation in Bogota, Colombia; with the U.N. Development Programme; with the Rand Corporation; and with forty institutions of higher education in the U.S. and in Latin America.

. Columbia University reports that one of its graduates of the East Asian Institute is now heading the Republic of China desk in the State Department, another holds the rank of Ambassador and is posted in New Delhi.

. Washington University's Asian Studies graduates have entered a variety of occupations all over the world. One is at McGill University in Canada in charge of introducing a new curriculum in Japanese studies; another is at Bradley University developing a program where no Asian curriculum previously existed as a cognate; and a large number are teaching at the secondary school level and are engaged in teacher training programs as well. Non-academic assignments include those at the United Nations, with business schools and with firms in Asia itself.

. Non-academic Russian Institute alumni from Columbia University include a Deputy Assistant Secretary of State, a National Intelligence Officer for Economics and for the Director of the CIA, the Director of the Office of Soviet and East European Programs of the Department of State, an international economist with the Department of the Treasury, the U.S. Ambassador to Rumania, the president of Praeger publications, a senior economist at the Rand Corporation, the Deputy Chief of Mission of the U.S. Embassy in Moscow, a project administrator for the New

> N.Y. Stock Exchange, the Acting Director of Radio Free Europe, the chief corporate finance attorney for the Sun Oil Company, a diplomatic correspondent for CBS News, a program officer for the Ford Foundation, and others with the U.S. Departments of Commerce, of Transportation, of Agriculture, and of Defense.[9]

The NDEA centers already have a central place in international education. It would be enhanced by further outreach activity. The resources of centers could be made more widely available. Special summer programs for other alumni and faculty from institutions without area studies, sabbatical leave programs for upgrading faculty international competence, widened access to library collections on a regional and national basis, and wider sharing of resources among centers.

Center faculty need a means of continued international contact with area studies programs in their regions of the world. While some individual faculty can get support for this overseas work, others cannot and graduate students increasingly cannot. Funding for linkages would be helpful here.

3. Foreign Language Study

The state of foreign language enrollments in U.S. colleges and universities is a national disgrace. As has been well documented[10] the past 15 years have seen a steady decline in colleges requiring foreign language for admission, of those requiring competence in a language for graduation, and in doctoral programs requiring reading skills in a foreign language. To quote Robert Ward:

> College enrollments in modern foreign languages have been dropping steadily since 1963--by annual rates of as much as 15 percent in the last two years--to a level that is now a bit more than half that of the mid-1960s. The actual figure in 1972 was 10 percent of total college enrollees, and the vast majority of these drop their language studies after the first or second year. Language requirements for admission have been dropped by all but 10 percent of our colleges and universities

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[9] ACE/IEP, Perspectives on NDEA Title VI, op. cit.

[10] The Modern Language Association has sponsored studies every two years under the direction of Richard Brod, director of Foreign Language Programs.

> and the number of institutions with no foreign language requirement for graduation has quadrupled since 1966. Even at the highest levels barely half of those receiving doctoral degrees at American universities must now demonstrate even a reading knowledge of any foreign language.[11]

Even more disturbing are the results of a 1970 survey conducted by Richard Lambert which showed that only 17 percent of the students taught a foreign language wholly in this country could be considered proficient. In addition, 20 percent of area experts surveyed had no competence at all in any of the languages of their area, while only 58 percent estimated themselves to be proficient. Forty percent of the area and language experts surveyed considered linguistic skills unnecessary for them to perform professionally. These kinds of statistics go far to explain the general lack of interest among students in studying a foreign language and among educators in insisting that knowledge of a foreign language remains an essential ingredient of the undergraduate curriculum.

Apart from indicating a pervasive indifference to acquiring skills which would permit even adequate communication with non-English speakers, the decline in interest in learning a foreign language also indicates the lack of exposure of our students and academics to other cultures. Increased contact and opportunity to study and travel abroad is vital if the state of language study is to be reinvigorated. As argued throughout this report, and the same applied to this very basic element of international education, the awareness and commitment of educators and administrators is essential to ensure that our students and faculty do not become increasingly culturally isolated.

The decline of interest in language study on our campuses is paralleled by an accompanying lack of emphasis at the national level despite its consequences for the conduct of international political and commercial

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[11] Robert Ward, National Needs and International Education (Washington, D.C.: Center for Strategic and International Studies, Georgetown University, 1977), p. 5.

relations.[12] For instance, support for research on language learning methods has dwindled. The National Institute of Education has so far been inactive in this area and the Office of Education's research program has been unable to support research or language research at anything near the level of the early 1960s. As a result, research on the process of language learning conducted then is now out of date with no funding available to update it in the light of new findings. According to the Center for Applied Linguistics, we are spending less than one-fifth the amount we were 10 years ago on language research. As a result, money supporting language teaching is not being used as effectively as it might be and innovative language teaching programs which have been successful are not widely publicized.

The most recent MLA language study, of which only preliminary results have been released, sounds a more optimistic note. In contrast to the 30 percent drop in enrollment in foreign language classes between 1968 and 1974, the latest survey results show a decline of only a half of one percent since the fall of 1974. These preliminary results show a continued decline in enrollments for French, German, Russian, and Italian, with rises in Spanish, Greek, Japanese, and Arabic.

It is to be hoped that the pending Presidential Commission on Area and Language Studies will bring many of these problems to national attention and through its recommendations positively influence the climate for language study for the next decade, not only improving the numbers of students at all levels who enroll in foreign language courses but assuring that those who are enrolled gain real proficiency.

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12 To take only one example, lack of language skills has serious consequences for our technical assistance programs with its current emphasis on basic needs. In many parts of the world it is still necessary not only to speak the national language but also to be able to communicate in local languages and dialects. As AID has found in developing the Sahel program, it is difficult to find competence in even a language such as French. In the present educational environment it is not clear how such language ability is to be developed.

4. Faculty Exchange

As indicated later in this report, opportunities for senior faculty exchange under the Fulbright program have declined in total number, frequently in duration, and in terms of the financial support provided. Increasingly the program is dependent on institutional contributions in the form of sabbatical leave salaries without which probably a majority of faculty could not accept Fulbright grants.

While striving to maintain credible numbers for the program, resources have been stretched thin and financial awards have not kept pace with the U.S. rate of inflation, often worse inflation overseas, and faculty base salaries which have also failed to keep up with inflation (average annual increase has been 4.7 percent annually in 1975-76 and 1976-77).

There are other means available to faculty for support of an overseas teaching or exchange experience. These opportunities are increasingly limited and because they emphasize research are largely confined to faculty at better known institutions. Community college faculty have virtually no avenues available for exchanges under present programs and private colleges and state colleges and universities are underrepresented, this despite the fact that these institutions together enroll three-quarters of all undergraduates and are therefore a vital avenue to reaching new and often the most parochial parts of our citizenry.

The Fulbright program is an indispensable part of efforts to upgrade faculty competence in a foreign culture. Frequently, returned grantees and foreign faculty on campus are the nucleus for the development of international activities on campus including international education curricula, as was shown by the 1976 study of the American Association of State Colleges and Universities (AASCU) international education programs.[13]

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[13] Audrey Ward Gray, International/Intercultural Education in Selected State Colleges and Universities: An Overview and Five Cases (Washington, D.C.: American Association of State Colleges and Universities, 1976). (OE Grant 300 75 0272.)

Multiplied effects have been amply demonstrated, but the problem of supporting continuity of academic relationships arising from a Fulbright experience remains a real one. There is no readily available support for planned institutional cooperation and continued exchange. The Senior Fulbright program rightly stresses the need to make exchange opportunities available to as many faculty as possible so later repetition of grants is rare. The new ICA should consider comprehensive programs supporting continued relationships as an important complement to the exchange of individuals.

There are approximately 600,000 faculty in 3,000 institutions in the U.S. The annual Senior Fulbright grants total approximately 500. The figures speak for themselves. The program is not large enough. Doubling it to 1,000 annual grantees would not entail large additional administrative costs, but would be of inestimable benefit to the academic community and public diplomacy.

While applauding the program's traditional commitment to excellence in the selection process, the study would add that its definition of excellence could be broadened. This should not be done at the expense of the present program, already too small. But if the program were substantially increased in size, then a part of the increase should be committed to expanding participation in it. By greater emphasis on teaching grants, opportunities for matching institutional types would be broadened. This would serve an important educational purpose in the U.S. and overseas.

5. Study Abroad

Opportunities for undergraduate study abroad are now very limited. Approximately 45,000 students or less than one-half of one percent of all students enrolled in four-year institutions (7,682,000 students in 1977)[14] study overseas annually with roughly half of them (22,000)[15] in formal

[14] Chronicle of Higher Education, "Twenty Year Trends in Higher Education," Sept. 19, 1977, Vol. XV, No. 3, p. 8.

[15] Irwin T. Sanders and Jennifer C. Ward, Bridges to Understanding: International Programs of American Colleges and Universities (New York: McGraw Hill for the Carnegie Commission on Higher Education, 1970), p. 75.

programs conducted by American institutions. Of these, 33 percent are enrolled in summer programs and 67 percent in one-year programs. The programs are distributed regionally as follows:

U.S. Students Studying Abroad

	U.S. University Programs[1]		Total U.S. Students Abroad[2]	
Geographic Region	Summer	Academic Year	1971-72	1970-71
Africa	.6%	.1%	1%	1%
Asia	1.3	4.7	7	7
Canada	1.6	.2	19	16
Europe	70.6	81.2	52	55
Middle East	1.5	1.4	6	5
Latin America	17.0	6.7	15	15
Worldwide or country varies	7.4	5.7		

Sources: (1) Data Bank, Education and World Affairs, New York, December 1969, in Irwin T. Sanders and Jennifer C. Ward, Bridges to Understanding: International Programs of American Colleges and Universities (New York: McCraw Hill for the Carnegie Commission on Higher Education, 1970), p. 74.

(2) Institute of International Education, Open Doors 1973 (New York: Institute of International Education, 1973), p. 11. (This is the last survey done on the numbers of U.S. students studying abroad.)

In the two-year institutions, which enrolled 4,464,000 students in 1977 or more than one-third of all undergraduates, opportunities for overseas learning experience are so limited that we estimate less than a thousand students are enrolled in study abroad.[16]

There are more than 1,400 study abroad programs conducted by American institutions, consortia, and organizations like the Council on International Education Exchange. They are distributed regionally as follows:

[16] Preliminary results from the Council on International Educational Exchange's Community College Survey indicate only 50 institutions reporting educational exchange programs.

	Academic Year	Summer	Total
Worldwide	37	25	62
Africa	14	11	25
Asia	51	15	66
Europe	501	564	1,065
Middle East	30	23	53
Latin America	66	86	152
Total	699	724	1,423

Sources: Gail A. Cohen (ed.), U.S. College-Sponsored Programs Abroad: Academic Year (New York: Institute of International Education, 1977);

and

Gail A. Cohen (ed.), Summer Study Abroad (New York: Institute of International Education, 1977).

Costs: Average costs for tuition, room and board for one academic year range from $1,900 to $6,500:

Region	Academic Year
Europe	$4,500
Latin America	3,500
Africa	5,000
Asia	4,200

Sources: Cohen, IIE, same as above.

These costs are obviously prohibitive for students from disadvantaged families and, in fact, these opportunities are the almost exclusive prerogative of the middle-class student. Yet the experience of study abroad is of inestimable value both academically and for personal growth.

There are other problems with study abroad. There is frequent criticism that they too often are isolated from the foreign educational and social environment and would be improved by better integration in the host country. This is difficult and sometimes impossible given the structural and educational differences, but improvements could be made. Where programs do involve enrollment in local educational institutions, the foreign country subsidizes them

since tuition is free or nearly so in much of the world. In these instances the lack of reciprocity is resented by foreign institutions feeling that the exchanges should be two-way with reciprocal opportunities available in the U.S. for foreign students. The study abroad program of the University of California system has made an effort to reciprocate and offers a model for other programs.

As indicated, most study abroad focuses on Western Europe. It is important to extend their scope in other parts of the world. The problem of local enrollment pressures, limited accommodations, etc., makes this difficult as do the structural differences of the systems. While enrollment in local institutions is the best educational experience for American students, it should not be at the expense of local needs.

(6) Educating Foreign Students

There are now more than 220,000 foreign students on American campuses.[17] Diffused throughout the system, now including the community colleges, these students are an underutilized resource for international education and still badly served by a few institutions.

Foreign students arrive on campus by many routes advised by American embassy and Fulbright commissions, IIE, their own embassies, many of which now have staff specifically for this purpose (e.g. Saudi Arabia and Thailand), and by government agencies such as AID, or their intermediaries like AAI and LASPAU and many by a completely random process. The majority placed and supported by government are now graduate students and the trend is toward graduate study generally with the heaviest demands often in fields where U.S. enrollment pressures are already great, such as medicine and business.

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[17] Institute of International Education, Open Doors 1975 (New York: IIE, 1976), p. 24.

Undergraduate training is still needed by students from countries now lacking or just establishing postsecondary education, e.g., Botswana, Mauritania, or from countries where certain areas of study are not sufficiently developed--technical education in Nigeria--or from countries unable to accommodate the total eligible demand for postsecondary education. These latter students, largely self- and family-supported, are here in large numbers.

The presence of these students is an important ingredient in international education for our campuses and a vital service to the national interest and international need. However, there are problems.

Not enough campuses make the necessary accommodation to these foreign students. More needs to be done for students from the LDCs in particular to make education relevant to LDC needs. At a time when some institutions are literally struggling to survive and all face financial difficulties, it is tempting to propose that they make up the difference in declining American enrollments with foreign students. Without careful planning to ensure successful educational and cultural experience, increased investments for advisement, and commitment to service, foreign students could be ill served by these schemes. One problem receiving attention even in the national press is the enrollment of an excessively large number of students from a single foreign country or too large a total proportion of foreign students in relation to overall institutional and community size. This can lead to friction and division undermining educational purpose and short-changing the foreign student with long-run consequences for our national image.

Institutions must do more to provide relevant programs for foreign students. Graduate training should aim to minimize time spent in U.S., emphasize a problem focus related to the home country, and encourage field research in the home country where feasible. Programs of institutional linkages would greatly facilitate this process.

The "brain drain," a matter of grave concern only a few years ago, no longer appears to be a major problem. Graduate programs such as those administered by AAI and LASPAU report a 92 percent and 90 percent return rate, respectively. Generally, foreign governments report a higher rate of return and successful recruitment of nationals probably because the U.S. employment picture is less inviting and because of improved conditions in LDCs. Major exceptions are for those countries where political conditions are unstable, such as Ethiopia; but many of these nationals can be expected to repatriate when and if there is an improved climate at home.

While our campuses can do more for foreign students, they have performed an immense task and have subsidized education for foreign students by waiving tuition in the AFGRAD and LASPAU, other programs, and other internal scholarship support. Since the actual cost of education exceeds tuition by a factor of at least 4 to 1, the overall subsidy is quite significant.

There is also an immeasurable but significant improvement in appreciation of our culture resulting from educating foreign students. As President Bok recently said:

> . . . we have the opportunity to train much of the future leadership of the underdeveloped world. To capitalize on this opportunity could be extremely valuable, not because students who study here will necessarily love America and agree with our policies when they return to their native countries, but simply because it will be easier to conduct government and commercial relationships with persons who are better trained and who understand our language and our culture.[18]

7. Technical Assistance

American campuses have played an important part in technical assistance. The greatest achievements came in the sixties when more than 300 projects were under way throughout the world. Many of them were related to developing higher education institutions.

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[18] Derek C. Bok, President, Harvard University. Excerpt from address to the Harvard Alumni of Mexico City, July 24, 1976.

Some brief samples of these success stories would include:

- In India, six American universities worked with Indian agricultural institutions, from 1952 to 1972, to develop research, training, and service abilities. The U.S. universities involved were the University of Illinois, Ohio State University, University of Missouri, Pennsylvania State University, Kansas State University, and the University of Tennessee. The present high reputation of G. B. Pan University of Agriculture and Technology, Punjab Agricultural University, and Mysore University of Agricultural Sciences attests to the success of these relationships.

- In Peru, North Carolina University's Agricultural Mission maintained an 18-year relationship with the research and extension agencies of the Ministry of Agriculture and in later years with the National Agrarian University at La Molina. By 1968, about 150 Peruvians had received training for advanced degrees. The program also encouraged the development of agricultural technology to fit Peruvian conditions. The program ended with change in the Peruvian leadership and subsequent political unrest.

- In Nigeria, the University of Wisconsin's 11-year AID-funded relationship with the University of Ife established an Institute of Agriculture as part of the university, provided technical training for mid-level extension workers and carried out applied research needed to support agricultural development programs. The program also provided for admission of Ife graduates to the University of Wisconsin for advanced degrees.

- In Bangladesh, Michigan State University with Ford Foundation support assisted the Academy for Rural Development at Comilla in a long-term arrangement which provided technical assistance and training programs to develop the staff and activities of the academy. The Michigan State team, working over a 10-year period, helped to structure and sustain an effort which had broad impact on fulfilling the basic needs of rural people in the surrounding area and provided a model for similar efforts in other parts of the country.

- In the Philippines, Cornell University worked successfully with the University of the Philippines at Los Banos in agriculture and related fields, developing a strong research and training capacity. Cornell continues to maintain the relationship through ties to the International Rice Research Institute.

Existing linkages between U.S. colleges and universities and overseas institutions still continue. For example:

- In Brazil, Tulane University is working with four institutions in the northeast region in the development-oriented fields of engineering, education, public health, and social work. The program will bring students from Brazil to Tulane and provide assistance in locating staff.

- In Iran, the University of Illinois has had a close relationship with the University of Tehran for over 10 years. The linkage includes programs in the Teaching of English as a Second Language,

Education, Psychology, Child Psychology, Musicology, and, more recently, Medicine. All three University of Illinois campuses are involved in the program, with about 20 faculty in addition to students taking part in short- or long-term exchanges per year. The relationship has expanded without large outside grants; it is estimated that each side pays at least $200,000 per year to maintain the relationship.

- In Afghanistan, the University of Nebraska system has developed a strong relationship with Kabul University to give assistance with the AID-funded Higher Education Program. Concentrating on the fields of education, agriculture, and engineering, the Lincoln and Omaha campuses provided consultants and accepted visiting Afghan lecturers. The Omaha campus of the University of Nebraska has developed a strong Afghanistan area studies program funded through NDEA Title VI and exchanges faculty under the Fulbright-Hays program. AID also funds the National Development Training Project which brings mid-level managerial personnel from various ministries of the Afghan government to pursue programs including traditional academic coursework, internships, and workshops directed to their specific careers.

- In Jordan, Washington State University is working with the University of Jordan in a $2.3 million AID-funded project to expand the capability of the Faculty of Agriculture to plan and execute agricultural production research projects and prepare appropriate extension material for the dissemination of successful research results. Through 1977 about 15 Ph.D. candidates had enrolled in U.S. universities with additional faculty members receiving short-term specialized training in the U.S. and then returning to the University of Jordan. The program, which terminates in 1978, is considered highly successful by the University of Jordan and by government officials.

- In Ghana, Virginia State College is working closely with the University of Science and Technology at Kumasi on a joint research project concerning agricultural production and credit services to farmers in the Kumasi area. Faculty from Virginia State both teach on the staff of the Faculty of Agriculture, Economics and Farming Management and participate in the research project. Students from Kumasi are pursuing advanced degrees at Virginia State and VSC students are participating in the research at Kumasi. The program is considered to be of great mutual benefit; continuity and commitment are important factors to both sides.

There have also been failures in university technical assistance. These can be attributed to a variety of causes: insufficient appreciation of local needs and knowledge of local circumstances, an unjustified enthusiasm for direct transfer of institutional academic models, lack of full commitment of university resources, underestimation of limitations, and overly enthusiastic promises about what could be delivered.

Canada's Michaël Oliver offers the intriguing thought that some degree of failure of American education assistance is attributable to the prevailing methods of providing it.

> It is perhaps worth noting . . . that the influence of British and French universities on the Third World, and especially on Asian and African institutions, was greater than that of North American, or Russian, or more recently Chinese universities not only because it came earlier, but because it was based on university-to-university links. Except in isolated cases like the Philippines and pre-revolutionary China, American university influence was channelled through government programmes of aid. In the United States, as in Canada, university people found their way into the Third World as part of a technical assistance programme, and with some notable exceptions, institutional involvement was much less intense. The other side of the flow--Third World students moving to North American or Soviet universities for undergraduate and graduate studies--tended also to be less institutionally involving. I doubt whether even now Harvard, or even a specially created institution like Patrice Lumumba University in Moscow, can match the influence exerted on Third-World attitudes by Oxford or the Grandes Ecoles of France, let alone Harold Laski's London School of Economics in the 1930's and 1940's.[19]

But much has been learned from success as well as failure and as a result there is a more modest appreciation of what higher education can contribute as well as a far better overall capacity to deliver.

What's missing now in technical assistance is a more modest and complementary means of further upgrading of LDC institutional capability through continued cooperative association with American higher education. Until new means are found, many once flourishing relationships will wither and many have already died. This is not due to lack of U.S. interest--on the contrary, it has grown substantially--but to the fact that in these stringent times our campuses cannot bear the full costs of institutional cooperation. They are prepared and able to pay a fair share in pursuit of their own need to be involved overseas.

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[19] Opening remarks by Dr. Michael Oliver to the Annual Forum, Association for Institutional Research, May 9, 1977, Montreal, p. 6.

Today, the emphasis on technical assistance has shifted away from institutional development to emphasize meeting basic human needs. Higher education still has a vital but different role as a result of the new policy directions. Meantime LDC students are still trained, research on development problems contracted, and action-oriented programs carried out by colleges and universities. AID's shift in policy emphasis indicates a more important role for teacher education institutions and state and community colleges. With their flexibility and community responsive programs they have much to offer in assisting LDC efforts to train mid- and lower-level manpower and provide attractive alternative approaches within total education systems.

BIFAD: A great new initiative for a concerted assault on world famine is contained in Title XII of the Foreign Assistance Act which has led to the creation of the Board for International Food and Agricultural Development (BIFAD). The work of BIFAD is now well under way and the new role for American higher education institutions is welcomed here and abroad as a promising development for the long-term solution of a crucial problem. Other outstanding problems deserve similar attention, such as population, health, and education, but this must probably await a record of achievement that BIFAD's programs will undoubtedly generate.

There are problems in campus technical assistance efforts. An important one is well put by Harvard's President Bok:

> But the problems we face in the international field are not simply intellectual; they are also moral. When we try to assist other countries, the University is frequently involved, directly or indirectly, with regimes of which we may not approve. Many of the less developed countries do not share our traditions of freedom and civil liberties, and this poses particular problems for universities, which have a special concern for academic and intellectual freedom. There are no accepted guidelines to help us in determining where our moral responsibilities lie; we must try instead to resolve the problems case by case. For example, we decided to refuse a gift of one million dollars from one government which was clearly totalitarian and which regarded the donation primarily as an instrument of its foreign policy. We also turned down an opportunity to participate in an enormous project to improve the health-care systems of a Middle Eastern country because it would

> not allow Jews to participate in the program. But we have taken the position that it goes too far to deny assistance automatically to every country with a regime of which we disapprove. Such a strict policy might well disqualify a long list of countries that need our help. More important, many of us share the conviction that economic development and the strengthening of universities are ultimately forces for freedom and enlightened government and that poverty, disease and repression are much more likely to accompany ignorance than the reverse. But we must recognize that this viewpoint is not universally shared, so that moral issues remain which differ from those we encounter in our normal work.[20]

8. Consortia

The formation of consortia of institutions is an increasing trend, especially arrangements designed to continue on a long-term basis and not for just one overseas project. At last count, there were 130 consortia in operation, with many of these making an effort to bring together different kinds of institutions of varying interests. For some, consortia arrangements provide the vehicle to increase campus commitment to intercultural education, such as the Association of Colleges and Universities for International-Intercultural Studies, which brings together 38 liberal arts colleges to develop programs of international-intercultural education at home and abroad for students and faculty members and the Consortium for Strengthening Intercultural Understanding, a group of five black state colleges which did much to integrate intercultural components in local school curriculum. Consortia to develop joint programs for student and faculty exchange with a country in which they have a particular interest have been successful.

In technical assistance, the Midwest Universities Consortium for International Activities (MUCIA) and the Consortium for International Development (CID) have rendered important service in developing countries. More recently, the community colleges are organizing to offer their resources for overseas assistance as, for instance, the Community College Cooperative for International Development in which a group of six East Coast community and junior colleges

[20] Derek C. Bok, op. cit.

are developing programs in the Caribbean and in Central America.

The Study is very hopeful for the future of these consortia, providing as they do increased opportunity for the development of programs and, in technical assistance, providing more effective service to developing areas. Especially encouraging is the formation of the Southeast Consortium for International Development (SECID) which brings together some 20 institutions of varying experience, interests, and resources from that region of the country, and the programs of Southern California Conference on International Studies, which involves different types of institutions to broaden opportunity for international experience. In addition the educational community should further the formation of consortia involving a lateral slice of American higher education--community colleges, private and state institutions, large land-grant and research universities--as an additional means of providing increased opportunity for international activity and more comprehensive resources for technical assistance.

9. Other Elements

There are many other problems with existing international education efforts. to name only four:

a. Planned Institutional Cooperation. There has never been a national program of long-term institutional linkages between U.S. institutions and their overseas counterparts. Many linkages of varying degrees of formality and with varying purposes do of course exist now and have for many years. They can be expected to continue, and more will be formed. Some have deficiencies in that they are too one-sided, emphasizing American interests more than mutuality. Many, too, are so limited in purpose that they have little impact on campus instruction or research.

The greatest difficulty in developing widespread linkages is funding, and for "new actors" there is the added problem of lack of established contacts and information about foreign higher education. There is scattered support for linkage in some federal programs. The State Department's Bureau

of Educational and Cultural Affairs, in particular, has given start-up funds for institutional relationships and joint projects, but this has been on an ad hoc basis. CU has not the funding to support long-term interaction.

The National Science Foundation is examining proposals for long-term linkages with LDCs in basic science which would be a helpful new initiative. It would seem, too, that the National Endowments for the Arts and Humanities might move in this direction, to some extent supporting institutional links to both the developed and developing academic world.

Institutional links seem to offer great potential for the future. They are receiving wide attention. The study has found strong support for the idea of linkages throughout the American academic community.

b. Academic Leadership. The Thompson and Fogel study, Higher Education and Social Change,[21] identified dynamic individual leadership as a decisive element in making LDC higher education institutions relevant to development. So is this true in international education on American campuses. A university president concerned with international responsibilities provides vital support for faculty efforts and creates an atmosphere in which international education can "take off." The outstanding example is that of President John Hannah's tenure at Michigan State University. There are already many such leaders on all types of campuses. More are needed. To develop them the associations play a role by emphasizing international matters in their programs. Most now do so and with their own money. But a long-term objective of any international education effort must be the development of academic leadership in international education through educational efforts and through direct experience overseas. Our postsecondary system and its constituent institutions will benefit in every way from comparative perspectives gained through

[21] Kenneth W. Thompson and Barbara R. Fogel, Higher Education and Social Change (New York: Praeger, 1976).

international cooperation and communication on problems of universal concern.

c. Campus Integration of International Education. The various elements of international education should be interrelated on campuses. Faculty experience in an LDC leads to better awareness of the needs of foreign students. Individual exchanges can lead to long-term cooperative projects. Insights resulting from advanced research on a foreign culture should find their way into discipline teaching and case materials. Area studies specialists should have a role in designing technical assistance projects and make their expertise available on campus in an outreach to schools and community. There is a long way to go in improving these domestic links and this will come through increased activity in all of the various parts of international education. It would be enhanced by planned international cooperation especially if priority is given to proposals which indicate an institutional international education strategy, in which linkage is but a part.

d. Research Materials and Textbooks. Research libraries are falling behind in the acquisition of foreign research materials. Textbooks at all levels have too little reference to international matters and when they do are too often inaccurate or inadequate.

III. CONCLUSION

The foregoing brief review suggests decline in nearly every essential element of international education on campus. But this is only one part of the total international education problem, since many of these elements, such as advanced research, language and area studies, technical assistance, student exchange and faculty exchange leave untouched a majority of institutions, faculty and students, particularly institutions with a large proportion of minority enrollment.

The task for international education is twofold. On the one hand,

international perspectives must become an integral part of the whole education process to prepare national leaders and informed citizens, while, on the other, specialized knowledge about the international scene must be continually expanded.

While our institutions are increasingly trying to meet their responsibilities they do so with great difficulty. Inflationary pressures, declining enrollments, decreased public and private support have combined to undermine the progress already made and threaten the success of the new and broader impetus for international education.

The states still give little support to international education and many in state government fail to recognize the implications of their international involvement which call for international education and language instruction. This situation is improving. Some state education systems are like North Carolina which now requires the non-western component in K-12 curriculum, but progress is slow and the private institutions, particularly the liberal arts colleges, are still left without aid.

At the national level, there is no national policy for international education. Nor has symbolic support which would define the national interest and priority for international education been forthcoming. Finally there is no federal coordination of existing international education programs which could develop policy and identify gaps even in current minimal efforts.

To propose comprehensive remedies is beyond the reach of this Study, which can only direct attention to the gravity of the problem. The solution must be sought through the combined efforts of government and the entire academic community. Much that is needed does not rely on federal dollars--the institutions themselves must take on most of the cost. But a further catalyst is needed and the Administration may well provide it through the forthcoming Commission on Language and Area Studies, and the creation of the

International Communications Agency and the AID reorganization. It must be hoped so.

Later in this report more limited proposals are advanced to meet some specific international education needs and to further relate American higher education to its counterparts in foreign countries, in new and productive, mutually beneficial ways.

THE INTERNATIONAL ACADIMIC PERSPECTIVE

I. Overview

In common with the United States, higher education throughout the world is changing radically to meet new needs. The tensions between equity and quality, training for work and educating for citizenship, and between conserving and advancing knowledge are intense everywhere and resolved in unique ways reflecting national tradition and circumstance. This is nothing new. But the pressures are far more intense as a result of the rapidly accelerated change of the past generation, in which human knowledge and technology have grown exponentially. And this is accompanied by rising expectations and commitments to more equitable distribution of society's resources, both material and intangible, within and among nations. Meanwhile the world economy lags and confidence in social institutions waivers.

For higher education there is no single ideal accommodation to these tensions and conditions. Educational institutions and systems adapt to society's needs according to their historical, economic, and political environments in the developed as in the developing world. Harsh criticisms of performance should be tempered by recognition of the magnitude of the task and the time needed to achieve it. There are no instant results nor final solutions.

In this process of evolution and adaptation higher education institutions and scholarly communities share many experiences and therefore have much to offer one another. This forms the basis for new initiatives in international academic interaction which acknowledge equality and mutual benefit in the common search for solutions to common problems of vital importance to themselves and their societies.

II. Western Europe

American academic ties to Western Europe are deep and long standing. The postwar years have seen the most intense interaction based on a community of interest and mutual equality. This has been of inestimable benefit to both the American and European scholarly communities as well as to their societies. The crisis through which American postsecondary institutions have been passing has been apparent in different forms in Europe where higher education has also experienced immense growth and diversification. In Britain and Germany in particular the last 10 years have seen a far greater emphasis on technical and vocational education with greatly increased access to higher education for a larger proportion of the population.

The differences among European education systems are of course very great historically and it follows that there are great variations in accommodations made to meet the changes of recent years. In Italy, higher education is virtually paralyzed by reforms designed to widen access to the system. The result more closely resembles some Latin American systems with their political volatility and internal instability than those of neighboring states. Sweden is now undergoing fundamental reform of the entire educational system while Greece's struggles to modernize continue to be remote from the main currents of reform elsewhere. The more rigid German and French internal structures are less changed than the internal balance of forces. The British in their own tradition have modified and diversified without major disruption. The Belgians have bifurcated their educational system to accommodate the national language split in that country.

This process of change and accommodation will certainly continue with the emphasis shifting to problems of declining enrollment due to lowered birth rates and economic problems caused by slowed growth, inflation, and resulting high unemployment rates for graduates.

Support for scholarship has diminished as it has in the U.S. so that

there is less funding available for educational exchanges than before. This is coupled with an increased interaction among Europeans as a result of the growth of the European Economic Community. In several countries, such as Germany and France, this combination is especially unfortunate, since anti-Americanism is still strongly entrenched among younger faculty and students. (In Germany it is estimated by embassy officers that at least 30 percent of young faculty are hostile to the U.S.) Decreased contact between our academic communities is, therefore, untimely. Not that contact internationally leads to affection or political support, but it does at least form a better basis for judgment than ideology untempered by experience.

The study, with limited resources and heavy focus on the developing world, could not give American-European academic relations the attention they deserve. Brief visits to six countries, coupled with review of limited elements of exchange referred to earlier, have led to the disquieting conclusion that despite prevailing complacency, our academic relations with Europe are in decline as a result of American short-sightedness and not because cooperation is not welcomed by the Europeans. Quite to the contrary, Europeans do want more interaction and their governments are prepared to subsidize much of the cost. The following section is a very limited look at a situation of sufficient importance to call for full-scale review.

A. Declining U.S. Educational Relations with Europe

Despite the growing demand previously indicated for educational cooperation with the United States it has sharply declined over the past decade in much of the developed world and in the LDCs. As a result, policy shifts, declining budgets, and inflationary pressures have combined to seriously jeopardize our educational relations. Important to educators as it is, this has serious implications for political and economic relations as well.

1. With Western Europe

The apparent abundance of support and opportunity for research, teaching, and exchange with Western Europe has led to a pronounced complacency among funding agencies and in the academic community about the state of relations. This disguises the decline in the size and range of programs which has taken place over the past ten years. Changes in government funding, inflation, the decline of private support all have taken their toll until today the flow of academic exchange has become more and more restricted. For instance, two current Office of Education programs which provide support for faculty and doctoral dissertation research overseas are limited to non-western countries.

While our cultural relations with each European country represent a unique situation, there are three general areas where declining support has resulted in a drastic cutback in programs:

a. Senior Fulbright Exchange

The exchange of senior scholars under the auspices of the Fulbright program has been reduced by about 25 percent over the past ten years. The table below gives figures for the program in five Western European countries for the academic years 1966-67 and 1976-77.

Grantee Support

	1966-67		1976-77	
	No. of Grantees		No. of Grantees	
France	40	(10 travel-only)	30	(14 travel-only)
Germany	46	(12 travel-only)	52	(13 travel-only)
Italy	31	(2 travel-only)	22	(4 travel-only)
Norway	10	(2 travel-only)	8	(7 travel-only)
United Kingdom	37	(7 travel-only)	17	
Totals	164		129	

Germany is the only country with an increase in support and this is due to the German government's enlarged contribution to 80 percent of the total. On the American side, declining dollars are already affecting the program

since stipends no longer cover costs adequately. Many must now depend on their institution to subsidize the grant by giving sabbaticals. On the European side, interest remains strong, as evidenced by the number of applications received and the number of institutions interested in having American grantees.

That even the present number of grantees has been maintained is due in large part to the skill and ingenuity of the executive secretaries of the Fulbright Commission who have long experience in finding support from various sources for visiting academics. Most run their own offices on a shoestring, cutting administrative costs to a bare minimum. Apart from cutting down on the number of grantees, tight budgets have also taken their toll programmatically. In France, for example, duration of most research grants is now limited to two to three months only, instead of the usual six to twelve months. The commission is also considering cutting down on the senior grantee program in order to make more grants to younger academics whose stipends are less. Many of the commissions have had to make tough decisions to drop certain programs altogether and are unable to expand or respond adequately to changing patterns on the education scene, such as the rising interest in the U.S. community college system, the current emphasis on vocational, adult, and continuing education, etc. In the case of the Federal Republic of Germany, the German government has come to the rescue by greatly increasing its support for the program, as well as directly funding through government channels other programs to bring Americans to Germany.

b. Scientific Exchange

Even here, where funding for collaborative research and exchange is generally considered adequate, a trend toward decline in transatlantic collaboration may be discernible. Although a detailed analysis of the number of scientists going overseas and coming to the U.S. is not available,

recent research done by Dorothy S. Zinberg of the Program for Science and International Affairs at Harvard University[1] is suggestive. Its preliminary findings show a decrease in the amount of funding for projects involving collaboration with scientists in Europe, coupled with a strong feeling among Europeans that American scientists are becoming increasingly isolated. In addition, the study shows a striking decrease in the number of first-year postdoctoral fellows in basic science spending a year in overseas laboratories, a drop of 40 percent since 1971. All but three of the European laboratories included in the Harvard survey reported a decline in the number of American postdoctoral fellows.

The decreased American activity comes at a crucial time when there is a rising sense of European community which encourages European scientists to collaborate more freely together. Although many factors including the European Economic Community policy of transnational education contribute, other factors compound the problem, such as decreasing support for European scientists to work in the United States, tighter American university budgets which prohibit long-range collaborative project planning with overseas colleagues, and increased teaching demands on faculty making released time more difficult to arrange. These considerations suggest that one of the most important channels of scholarly communication may be in jeopardy.

c. Teacher Exchange

At the other end of the spectrum, opportunities for elementary and secondary school teachers to participate in exchange programs have been seriously eroded. Conceived as an integral part of the Mutual Educational and Cultural Exchange Act, the teacher exchange program has fallen victim to the limitations

[1] Dorothy S. Zinberg, "Planning for Contraction: Changing Trends in Travel Patterns of American and European Scientists," Prepared for "Workshop on New U.S. Initiatives in International Science and Technology," April 13-16, 1977, Keystone, Colorado.

of the decreased dollar value of the Fulbright appropriation.

As the commissions have been forced to pare their program support to those programs considered the most important, the senior research scientist is given priority over the secondary school teacher. Putting aside the argument as to which individual has the greater societal impact, clearly the prestigious Fulbright scholar placed in an eminent university has greater visibility than the teacher appointed to a neighborhood high school.

There has been a general decline over the past ten years in the number of countries and binational commissions participating, the number of teachers going abroad, and the number of actual programs still available.

The opportunities which were offered in 1976-77 (118 direct exchanges administered by the U.S. Office of Education which operates the program for the State Department) were chiefly in the United Kingdom (93 places with U.S. teachers paying their own transport and remaining on school district salaries) and in Germany (11 places supported from commission funds).

Of the remaining 14, 5 went to Canada under the same conditions as the United Kingdom program, and went to Switzerland where again no transport is given but a stipend from the commission is provided. By contrast, the British teachers coming to the U.S. have their transportation costs covered by the British government and in addition receive about $4,000 in topping-up funds.

Other opportunities for teachers are offered by the commissions in the form of summer seminars of which four are still operating. Of these, two are in Germany, the others in the Low Countries, and in Italy. The German government, in addition to the indirect support provided through the commission, offers 20 grants to teachers to join in the language seminar at the Goethe Institute. Discussions with the commissions show strong interest in reviving programs dropped because of funding pressures and also in ideas for new opportunities. In Italy, for example, places for teaching assistantships in small villages are fairly numerous. Arrangements for a teacher to study for a

master's degree in a university town while teaching at a nearby school is another possibility. The commission would also like to revive support for Italian teachers to attend the U.S. Summer Science Institute which had to be dropped for lack of funding. In France the commission reported that the French government would be interested in contributing to a cultural and linguistics exchange program for teachers but would need corresponding input from the U.S. government. In Germany, the commission would like to expand the program to include teachers from vocationally oriented schools.

The decline in support for Western European opportunities has not only resulted in cutbacks to established programs, it has also resulted in lost opportunities to explore with European educators common experiences and innovative programming which has been developed on both continents over the past decade. For instance, in both the U.S. and in Europe, the past ten years have seen increased emphasis on vocational and technical education and there is now an increasing desire for exchange of information and collaboration in joint projects. In the United States many community colleges are anxious to work with European counterparts as they develop their own programs; in the United Kingdom the polytechnics are seeking ways of increasing their participation in the traditional flow of educational cooperation between our two countries; in Germany the need is strong for assistance in training educational planners and administrators for vocational training. Yet this area of education has not fallen within the traditional bounds of the Fulbright program.

There is also a need and interest to extend the range of exchange programs to include a more representative participation of American faculty and institutions in appropriate matches with European counterparts. This is both understood and welcomed by Europeans who seek deeper understanding of our society and more accurate appreciation of their own which extends beyond the major institutions and metropolitan centers.

A broadening of traditional exchange programs should not be at the expense

of the Fulbright program already pitifully small. The first priority should be to increase this program to credible levels. On both the U.S. and the European side the screening process identifies many more potential grantees than are eventually accepted into the program. Increased appropriations would go almost entirely to actual programs since administrative costs would remain constant. In addition, many of the commissions have reason to believe that their governments would be willing to increase their own contributions proportionate to increased U.S. support.

There is also a need for a program of sustained institutional interaction for the pursuit of common educational objectives both between major research institutions and between other sectors of postsecondary education. In Europe there are already strong signs of interest in this kind of relationship. In the United Kingdom the Universities Transatlantic Exchanges Committee was established in October '77, to provide a mechanism whereby institutions wishing to form relationships with North American institutions might benefit from the knowledge and experience of those involved in programs already operating. Last available information showed 15 universities in the United Kingdom affiliated and it is expected that the British polytechnics will soon be included in UTEC membership.

In France, the U.S.-Franco Commission is already funding linkages between French and American institutions with a remarkably broad range of institutions receiving support. This is a welcome development, reflecting the model of institutional cooperation this study is recommending. However, the use of scarce Fulbright funds for such arrangements is cause for concern.

The decline in our capacity to meet old obligations and stimulate new cultural contacts comes at a critical time on both sides of the Atlantic. In the United States, the European exiles from Nazi Europe who transformed our intellectual life are reaching retirement. Their profound influence will always be felt by our institutions; but there is no new equivalent source of

stimulation, and to avoid isolation, for new and different approaches and ideas. This must therefore be supplied by increased working relations with foreign scholars. The decline comes, too, as evident within the scientific world, when the European community is aiming for a greatly increased interaction among member states with the ultimate objective of free flow among European higher education. Individual European governments attach great importance to the cultural and educational side of their diplomacy and have accordingly entered into an extensive intergovernmental agreement to increased exchange. This interest is enduring and increased exchange with the United States continues but it must be matched by the U.S. if it is to be sustained.

Of critical importance to American intellectual vitality, our academic relations with Europe deserve a full-scale review. Our own brief glimpse of program reductions is extremely disquieting.

2. The U.S.S.R. and Peoples Republic of China

Analysis of American academic relations with the U.S.S.R. and the PRC is beyond the scope of this study. Research and exchange relationships, currently handled by the International Research and Exchanges Board and the Council for International Exchange of Scholars and the Committee for Scholarly Relations with China, are governed by complex intergovernmental agreements which reflect prevailing political realities. They are a valuable part of foreign policy and an important element of international education. However, their present scope is limited and activity in this area could not be a priority for linkages at this time. Expanded academic institutional relations with these countries should be a long-term objective and the academic community should be alert to new opportunities as political relationships evolve.

3. Eastern Europe

In Eastern Europe[2] discussions with university rectors, faculty, and government officials revealed an increasing interest in academic cooperation.

[2] A study representative visited Poland, Hungary, and Romania.

Many educational agreements already exist as demonstrated by the approximately 25 arrangements between American institutions and the University of Warsaw in Poland. The long-term institutional agreement between universities is becoming the preferred model for cooperation in Poland where it has been found to increase the level of commitment and also to cost less.

Establishment of a council was welcomed and the proposed functions of liaison, coordination, and information strongly endorsed. Limited experience of the American educational systems emphasizes the need for assistance in the formation of appropriate relationships. This is especially true when one considers that international activity in Eastern European countries has been dominated by large, prestigious institutions to the exclusion of the broad range of many potentially fruitful relationships with American institutions. It is desirable to encourage a more representational spread of institutional activity between the diverse members of the U.S. academic community and counterparts in eastern Europe. That such relationships are possible is clearly demonstrated by the successful exchange of students and faculty between Lock Haven State College, Pennsylvania, and Maria Curie Sklodowska University in Poland. Lock Haven State College now administers the largest exchange program with a Polish university in the U.S. In the fall of 1977 ten American students and three professors took part in an exchange with an equal number of Polish students and professors.[3]

III. The Present State of LDC Higher Education: Growth and Diversity

The tensions preoccupying higher education elsewhere are all present in the developing world in a more acute form, since the educational task is so much greater and the resources far more limited.

It has been charged that the colleges and universities of the developing

[3]The program is open to other member institutions of the American Association of State Colleges and Universities. These figures thus include the participation of Slippery Rock State College (Pa.) and the Massachusetts State College System.

world have had little to do with the immediate needs of their countries--that they are elitist, ivory tower and removed from reality, inefficient, oriented to the city rather than the countryside, and indifferent to the plight of the poor. To some extent and in some countries, each of these charges has had validity.[4]

Never wholly correct in the past, such charges have little relevance in the light of the great diversity and changes of recent years. The new situation is reflected in the literature, particularly the Thompson and Fogel study, Higher Education and Social Change,[5] and became clear as study teams interviewed

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[4]Among donors it would appear that the harshest criticisms of higher education in LDCs has peaked. It probably reached its zenith at the Bellagio meetings where many public and private donor representatives expressed generally strong disenchantment with the effectiveness of LDC institutions. Since this was also a period of intense dissatisfaction with higher education elsewhere in the developed world as well, in the wake of student disturbances, educational malaise, and rising populist sentiment, judgments as to LDC institutions may have been affected. They might have been more balanced had more LDC educators been present. In any event, it was these meetings which led to the Thompson and Fogel study, which did heavily involve LDC academics. Its findings were persuasive that LDC higher education was changing markedly to meet LDC needs, but absent were specific recommendations to the donors for action.

See F. Champion Ward (ed.), Education and Development Reconsidered: The Bellagio Conference Papers (New York: Praeger for the Ford and Rockefeller Foundations, 1974). A more balanced appreciation of LDC higher education accomplishments and potential is tentatively emerging. This should lead to more balanced assistance policies along with willingness to continue support on a relative basis. This more moderate position is well-supported in a draft discussion paper prepared by Dr. Mulugeta Wodajo of the Education Department of the World Bank, entitled "Issues in Higher Education: Implications for Bank Policy" (January 1977), which recommends a flexible bank policy and advocates support to upgrade research and service capability.

[5]See Kenneth Thompson and Barbara Fogel, Higher Education and Social Change, Vol. I (New York: Praeger Publishers, 1976); and Kenneth Thompson, Barbara Fogel and Helen Danner (eds.), Higher Education and Social Change, Vol. II (New York: Praeger Publishers, 1977).

administrators, faculty members, and government officials in 31 developing countries.

Not that conditions are ideal. Much remains to be done. But more and more colleges and universities have come to emphasize their practical role in national development. This they have done under pressure from government planners and because of their own sense of responsibility. Also because a new generation, often U.S.-trained, is moving into leadership.

The question now is how to give support to the reform and innovation that is taking place.

A. Growth

The past 20 years have seen extraordinary growth in postsecondary education in the developing countries. This growth can be measured by the percentage of students in the general population, as well as the establishment of new institutions. Granted, some regions, especially Africa, start with a very low initial base. Nevertheless, sizable portions of national budgets of the developing countries have been devoted to higher education needs, and the results are reflected in the aggregate figures.

In Africa, for example, there were four institutions of higher education prior to 1950, while today there are 61. Growth in enrollment figures for Africa is even more impressive. There was an increase from 135,055 students in 1960 to 247,098 in 1965, to over 275,884 in 1970. In short, that is an increase of 12.9 percent per year between 1960 and 1965, 8.6 percent between 1965 and 1970, and 10.7 percent between 1960 and 1970. In analyzing these figures, one must keep in mind that despite the enormous size of the African continent, it has less than 10 percent of the world's population and that most of the countries in the region only gained independence in the late 1950s and early 1960s, while it was achieved by Mozambique and Angola only in 1974 and 1975, respectively.

Despite the rapid growth of postsecondary education in Africa, it has a long way to go in catching up with the rest of the world, including developing countries in other regions. This fact is reflected in the following table.

Number of Postsecondary Students per 10,000 Inhabitants, by Region

Regions	1960	1970
Africa	7	12
Asia	27	48
Latin America	27	57
Europe	73	135
Oceania	98	159
North America	190	402
World Average	55	97

Source: Statistical Reports and Series, No. 19, UNESCO, used in Higher Education and Social Change, Vol. I, Kenneth W. Thompson, Barbara R. Fogel (New York: Praeger Publishers, 1976), p. 43.

Among developing country regions, Latin America stands at the opposite pole from Africa in percentage of student enrollment as well as the number and diversity of postsecondary institutions. Latin America has some of the oldest universities in the western hemisphere, and institutions exist in all major cities plus a number of the smaller cities as well. There are now at least a thousand public and private institutions of higher learning in Latin America, with the proportion of university-aged youth receiving some form of academic training more than doubling during the 1960s.

Despite this remarkable growth in Latin American postsecondary education, there is considerable room for improvement. As is pointed out in Higher Education and Social Change:

> It must be confessed, however, that much of higher education in Latin America is inadequate. Many of our Latin American institutions are groping in a haze of speculation and ideological and theoretical discussions that evade reality and the search for specific data necessary to cope with immediate problems.[6]

[6] Thompson and Fogel, Higher Education and Social Change, Latin American Regional Team Report, 1976, p. 192.

An analysis of basic statistics of the growth and availability of postsecondary education for the Asian region would indicate that impressive progress has been made during the past 20 years. In comparison with Africa and Latin America, the level of growth in enrollment and number of institutions is decidedly higher in Asia than in Africa, but not as high as Latin America. For example, there is a higher ratio of institutions of higher education to population in Latin America than in Asia, and there is also a greater proportion of university-aged youth receiving academic training. Nonetheless, as the foregoing table indicates, the growth in the number of students per 10,000 inhabitants between 1960 and 1970 was substantial for the Asian region.

Intraregional Differences

Statistics demonstrating growth of education by region disguise the disparities within regions. In Africa, Nigeria accounts for nearly one-third of postsecondary institutions with a total of 13 universities, 7 of which have been added within the last three years. The situation of the Sahelian countries and some countries in southern Africa is quite different with postsecondary education in only a fledgling state.

In Southeast Asia, Indonesia, despite its 40 state and 323 private institutions, has a long way to go to catch up with the educational systems of such countries as South Korea, Singapore, or Taiwan, obviously reflecting vastly different historic, economic, and social differences.

The countries of the Middle East have the world's oldest university, Al-Azhar in Cairo, while some oil-rich neighbors have within the last decade started from scratch to build postsecondary education. For Latin America, numbers can also be misleading since the nature and direction of change varies from Brazil, which has experienced a large growth (with enrollment in Brazilian institutions of higher learning increasing from 52,000 in 1963 to almost 2,000,000 in 1976; in 1976 there were 984 separate institutions of higher

learning, the majority of them small "isolated" entities with one to three departments or schools; from 1966 through 1975, graduate degree programs grew from 26 to 490 for the master's and from 10 to 183 for the doctorate) to Peru which has undergone fundamental reform of the system as a whole to emphasize technical and vocational training. In some Latin American countries, reform would entail changes viewed as conservative for other regions, e.g., the hiring of full-time permanent faculty as at the University of Monterrey.

B. Diversity

In addition to the growth in postsecondary education in the developing world, there has been increased diversity in the types, roles, and functions of institutions as well.

Of course, to a certain degree, the type of educational growth is tied to the overall level of development within the country itself. Several years ago, Frank Bowles devised an imaginative scheme for classifying the patterns of educational development in the LDCs into five stages.[7] Stage 1 is the formation of a basic system focused mainly on primary schools, vocational and teacher training, and pre-university secondary schools. Stage 2 is characterized by the formation of institutions offering undergraduate studies leading to first professional and liberal arts degrees. Stage 3 is marked by a movement to spread the basic system to reach perhaps 60 percent of the 6-12 national age group. In Stage 4, one finds a maturation of the university and the emergence of graduate and research programs. At Stage 5, the universities extend their roles through community outreach, new educational delivery systems, and national service programs.

The Bowles framework is a useful tool of analysis, but it does not purport to be a series of air-tight compartments which fit a strict chronological or social and economic sequence. While the field visits to LDCs conducted

[7] Thompson and Fogel, Higher Education and Social Change, p. 79.

by the linkages study do not contradict the Bowles scheme, they do present a glimpse of a highly complicated picture in which the time-frame has been collapsed, and which reflects a propensity to develop a variety of institutions at different levels to perform a variety of roles simultaneously. If one looks at only the postsecondary sector, there are examples of well-established systems performing various educational and developmental roles in one of the poorer countries, as is the case in India. Conversely, it is possible to find a struggling and underdeveloped university in an oil-rich country or middle income country like Brazil.

1. Ties to Developed World

The colonial past of many LDCs has, of course, significantly affected the structure and orientation of their postsecondary education. In the colonial and early post-colonial period, postsecondary institutions were staffed largely by expatriates; they were often modeled directly on metropolitan universities, maintaining standards of academic equivalency to them and reproducing their curricula. Early indigenous staff was trained at the metropolitan center.

Few examples of this model exist today. Most countries are self sufficient in training undergraduates and increasingly are moving rapidly to provide advanced training. Academic leadership is shifting to a new generation, often trained as undergraduates at home and many with U.S. degrees, so that large-scale expatriate staffing will be the exception by the end of this century. (For the most part it is now only a stop-gap to undergird rapid expansion.) Influenced by their governments, their own sense of responsibility and what appear to be inexorable social processes, LDC higher education is clearly adapting and changing to meet societal needs.

There are examples in francophone Africa where organic ties to French higher education and continuing presence of a large proportion of French faculty remain. Even here, change is discerned, and, as Africans take over, they are stressing adaptation of education to local needs. Some countries have

less tradition of ties to the West, e.g., Nepal and Thailand. The colonial experience of others presents particular difficulties. For example, the Portuguese provided little advanced training for citizens of Mozambique and Angola, while the Dutch academic tradition, abruptly ruptured by independence, lingers in Indonesia, slowing educational progress.

2. Relation to Government

There is diversity, too, in the relation of higher education to government. In Africa, with few exceptions, postsecondary education is publicly governed and supported. In Asia, while public support is predominant, there is a healthy system of private institutions in the Philippines coexisting with the public system, and, of course, in Latin America, there is a mix of public and private institutions with much greater flexibility often found in in the private sector. In some countries, non-degree technical training is the province of development ministries rather than ministries of education. As in the U.S., research contracting with educational institutions is done by many governmental bodies--some directly support specialized research institutes. The degree and nature of political control of education also differ enormously among LDCs.

3. LDC Cooperation

Finally, there is diversity in the degree of effective inter- and intra-regional higher education cooperation. Generally, Southeast Asia is more advanced in this respect and Africa least so with other regions falling in between. The sharing of experience in reform and innovation among LDCs is important and there are fewer opportunities now that foundations and public donors have shifted interest away from this sector. The success of such institutions as the Regional Institute for Higher Education and Development In Singapore and the Asia Institute of Technology in Bangkok, as well as organizations in other regions, suggests the importance of supporting similar efforts elsewhere. What needs to be encouraged is greater LDC cooperative

sharing and resources and experiences, faculty and student exchanges, etc.

The size, diversity, differing historical traditions, and present circumstances make generalizations about higher education in LDCs difficult. Certain trends are apparent, however, and of first importance is that institutions are adapting to local needs as locally defined.

C. Defining Development Goals

Since a major portion of this report is concerned with "development," it would be useful to define the term before discussing the role of higher education in the development process. Do we mean development as identified by poor countries themselves? While recognizing the wide range of goals and priorities which prevail among governments and leaders of the developing countries, perhaps some coherent and useful definition can be deduced from the statements and policies they are pursuing. As an example of such a definition, the Tanzanian model of development places emphasis on both growth and equity. Tanzanian leadership stresses equity, participation, and self-reliance. However, Tanzania is generally considered unusual in its drive toward specific goals within its own participatory, one-party framework. There are other developing countries, of course, which have defined their goals and their development concept in a much different fashion, far more urban-oriented, more industrial, less participatory, and with much less concern for equity. Which of these do we select?

As an alternative, do we turn to the definitions which have emerged from multilateral organizations--UNCTAD, the United Nations itself? In such groups the views of the Third World nations tend to be aggregated, and, although the industrialized West may dissent, bold statements about development needs of the poor and of a New International Economic Order emerge and are projected with a ring of persuasiveness.

Or, in our concern with development and the role of higher education, does our study accept the stated goals of the congressionally mandated New

Directions policy which AID is presently pursuing? If so, concern with development might mean essentially limiting attention to the very poor countries, to programs essentially aimed at the lowest economic strata in these countries frequently residing in rural areas, and emphasizing food and nutrition, health and population, education and human resources.

Since the purposes of the study include arriving at suggestions as to how to assist LDC higher education institutions "become more effectively engaged in development," it would be well to clarify what it is we would help them to attain. And since the three sources of definition--LDC leaders, international agencies, and the U.S. government--do not agree, how are we to proceed? The quandary is most apparent, for example, in a relatively poor country which has decided through its own decision-making, political process to emphasize expansion and improvement of higher education of whatever model, at the very time when U.S. assistance may be turning its priorities toward direct emphasis on basic education or increased rice production on small farms. In such a case, is it the U.S. focus or the goal defined by the LDC itself with which this study is concerned, as a study group representing higher educational institutions in the U.S.? The U.S. aid program can choose to offer resources to the LDC in those sectors it wishes to aid and to ignore those it considers of less priority. But should U.S. higher education not define its interest in the development task more broadly, taking into account LDC concerns, U.S. government concerns, and U.S. institutional interests in education and research?

Development from the U.S. higher education perspective becomes more generally a teaching, research, and service concern with a set of processes and conditions in developing countries, a culturally diverse set of countries, all of them relatively poor but striving to attain economic improvement. American higher education is interested in knowing about these processes, and these conditions, in studying the languages and cultures which exist in the

developing areas. Within this broad concern, higher educational institutions also have been and continue to be engaged in serving the narrower set of interests which fall within the New Directions of the U.S. assistance program.

Turning again to the question of how LDC institutions can become more effectively engaged in the development of their nations, development must mean what the supporters and users of the LDC institution say it means. If the LDC university is being encouraged to produce engineers or teachers, i.e., to train high-level manpower, such a role must be considered worthy of support by decision makers in that country. Helping the university produce better engineers is helping it to become more effectively engaged in development as defined for that country by its leaders. Outsiders may urge other priorities and support other elements in the development strategy of that LDC, engineers or teachers being in surplus, but at some point the internal decision process must be accepted as most valid in an independent nation, whether it be economically developing or developed.

Institutions of higher education play a significant, contributing role in developing countries no matter what the ideological framework or the strategy may be.

> . . . education is the only road to true social justice . . . in spite of those people who assume that education can be postponed, we assert that inasmuch as it is the first investment--the main one, the one that is made with human resources--it is a priority.
>
> President Lopez Portillo of Mexico

This view is prevalent whatever the ideological framework as shown by the recently announced reversal by the Peoples Republic of China in the policy which had for a number of years downplayed the importance of quality in scientific work and higher educational instruction. In a direct shift from its previous course, the Chinese government announced a policy which would reinvigorate the university and higher education system and reemphasize the importance of higher education, particularly in science and technology. At the Sixth General

Conference of the International Association of Universities held in Moscow during August 1975, Dr. Hermes Herrera, Rector of the University of Havana, indicated that "the needs of our country for economic, scientific and technical development required the development of higher education." A variety of changes in the system of government of Cuba "modified the very concept . . . of the system of education and training within the system of higher education.[8] Despite the ideological bent of the new system in Cuba there was acknowledgment from the outset of the important need to educate well-qualified scientists and technical personnal in order to encourage the growth of agriculture and industry and obtain benefits for workers.

D. Higher Education for Development

As this study examines the role of higher education in development--a task set forth by AID--development is intended to have meaning closely aligned with the present U.S. aid program purpose, as mandated by Congress. Although this study has proceeded more broadly, we should address the question from the AID perspective as one valid, useful way of proceeding.

Earlier discussion of the growth and diversity of postsecondary institutions should suggest the difficulty of generalization. In addressing the question of whether higher education is playing a role in development, the study must rely on a series of examples of this process. Taken together they persuasively demonstrate that a large number and many types of institutions are doing work directly meeting basic human needs.[9] Certainly the number is

[8]Hermes Herrera, cited in the Report of the Sixth General Conference of the International Association of Universities, 1975.

[9]Vital to this process of educational change is the assumption of leadership of institutions and departments by a new generation now emerging and replacing the generation trained exclusively in metropolitan centers in traditional fields. The next few years will see an even greater transformation as these new leaders (educated as undergraduates at home and with some U.S. experience) take hold.

large and varied enough to warrant a new look at their potential for accelerating the development process.

1. Diversification

While virtually all higher education is changing to meet local needs, there is also diversification occurring with differing development roles assigned to different types of institutions. There are three major streams in this diversification:

(1) On the one hand are institutions defining their roles as principally teaching and research. Here there is a demonstrable reform as the institution adapts its curriculum and research to the local setting, but maintenance of of international scholarly standards of quality are strived for and achieved by many. These institutions increasingly offer special training courses, support development-related research, and strive for relevant curriculum. (2) Emerging too are more activist institutions, often comprehensive in scope, located away from urban centers and more responsive to local needs. They undertake outreach programs and applied research of great variety as part of their service function. (3) A third type is the degree- or certificate-granting, specialized institutions for teacher education, agriculture, and technology and the nondegree training institutions geared to produce special and lower-level skills in graduates. All these institutions have a role in a balanced development strategy and a balanced program of educational exchange.

2. LDC Educational Institutional Functions

The development functions of postsecondary education can be divided into three separate but interrelated areas: (a) Manpower Training, (b) Research, and (c) Extension and Service or Outreach.

a. MANPOWER TRAINING The training function is central to any development strategy.[10] As their governments have developed long-range national manpower projections, however crude, LDC higher education has been changing its emphasis so as to be able to train the specialists called for at all levels, as in Tanzania, Singapore, Zambia, Thailand, Botswana, Brazil, etc.

Many countries are self-sufficient and some even produce excess graduates, as, for example, in India and the Philippines. However, many countries, especially in Africa, still cannot produce enough people at all levels with the necessary skills to carry out their programs.

But the lack of trained manpower is still the greatest impediment to successful development as a number of studies of rural development programs in Africa have demonstrated.[11]

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[10] Heavy reliance on expatriate experts for development projects is inefficient in terms of long-term effectivness and excessively costly in relation to benefit. Their service is often essential but should be a stopgap rather than a long-term strategy. William Cotter, in testimony before the Congress, estimated:

> The success of rural development efforts depends on an adequate supply of local, skilled manpower. The absence of appropriately trained nationals is oftentimes the crucial constraint in development projects, particularly in Africa which lags far behind other developing regions in required professional and administrative manpower. AID should increase its assistance to local training institutions, including departments and faculties of universities which provide the skilled manpower necessary for rural change, and reduce its use of high-cost American technicians. American universities can play a significant role in developing staff for such local training institutions, and opportunities for graduate training in the United States should be increased when not available in the home country. (In Report of the Foreign Operations Appropriations Subcommittee of the U.S. House of Representatives.)

The AID task force has pointed out that many of these expatriate experts are academics. This is quite true and for certain purposes the estimated $75,000 to $100,000 required to support each expatriate in the field is probably reasonable but these same sums invested in training of local experts yield far greater benefits in relation to cost.

[11] See:

R. Chambers, Managing Rural Development: Ideas and Experience from East Africa (Uppsala: Scandinavian Institute of African Studies, 1974).

F. Holmquist, "Implementing Rural Development Projects." In G. Hyden, R. Jackson, and J. Okumu (eds.), Development Administration: The Kenyan Experience (Nairobi: Oxford University Press, 1970).

As a region, Africa suffers the greatest gap between trained manpower needs and available supply. A recent study published by the African-American Institute[12] argues persuasively for greater assistance to higher education as well as expanded advanced training in the U.S.

They point out that the greatest constraint to effective implementation of rural development programs is lack of trained personnel.

- Liberia--The education system has not provided an adequate supply of suitably trained or trainable manpower to meet the economy's needs. A good indicator of this is the large number of expatriates employed in some key sectors and occupations. (National Socio-Economic Development Plan of the Republic Liberia, 1976-1980, pp. 64-65.)

- Botswana--In both the private and the public sectors of the economy, the present shortage of local supplies of skilled and educated manpower has become an acute constraint upon development. . . . It is estimated that in 1978 there will be approximately 2,000 expatriates in a total of 5,800 jobs at the Form V level and above, and 950 expatriates in 1,420 jobs at the degree level (Republic of Botswana, National Development Plan, 1976-1978, p. 119).

- Kenya--The recent IBRD economic report on Kenya identified public sector management deficiencies as serious constraints to the effective implementation of development programs. . . the Government intends to adopt a decentralized approach to planning so that national resources can be directed to the significant needs of the rural and urban poor. This will require a substantial increase in the numbers of trained development specialists and in a reorientation of management systems, skills and attitudes (USAID, Africa Programs, Submission to the Congress, FY 1977, p. 63).

- Zaire--In spite of an expanding educational system and donor training programs, the country does not yet have enough middle- and upper-level manpower who possess the skills required to plan and manage development projects. Zaire continues to rely heavily on expatriate talent. The Government wants to focus on training Zairians so they can be truly responsible for preparing their

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E. Johnson and C. Liddle, Report on the Evaluation of AFGRAD and INTERAF Programs, Overseas Liaison Committee, American Council on Education, Washington, D.C., 1974.

U. Lele, The Design of Rural Development Lessons from Africa (Baltimore: The Johns Hopkins University Press, 1975).

National Academy of Sciences, African Agricultural Research Capabilities (Washington, D.C., NAS, 1974).

United Nations, Economic and Social Council, Report of Regional Expert Group Meeting on Higher Management Education and Training in Africa, Economic Commission for Africa, 1973.

[12] Joyce Levinger Moock and Peter R. Moock, Higher Education and Rural Development in Africa: Toward a Balanced Approach to Donor Assistance (New York: The African-American Institute, 1977).

own economic policies, plans, and programs (USAID, Africa Programs, Submission to Congress, FY 1977, p. 139).

- Chad--The general absence of sufficient trained manpower to meet development requirements represents a major constraint to the country's economic development (USAID, Africa Programs, Submission to the Congress, FY 1977, p. 202).

- Nigeria--The Current Plan (1974-80) involves an investment programme of about Naira 42 billion ($67.2 billion) and it has been estimated that a total of 49,210 additional senior-level personnel would be required during the plan period, while total supply from various sources is optimistically estimated at 43,550. There is, thus, a shortfall of about 6,000. (A. A. Ayida, Secretary to the Federal Government of Nigeria, 1977, p. 23).

- Angola, Cape Verde, Guinea-Bissau, Mozambique, Sao Tome, and Principe--All of these newly independent countries face serious shortages of trained manpower and a generally low level of education. . . . This situation was the result of educational policies of the former Portuguese Government, which limited access of African nationals to secondary and higher educational institutions (USAID, African Programs, Submission to the Congress, FY 1977, p. 281).

Even when sufficient numbers are trained, there is the question of quality and relevance of training. In the last ten years many institutions have made sweeping changes in curriculum to address pressing needs for professional and paraprofessional workers. Such programs are evident in both institutions established this decade, as in the West African countries of Upper Volta and Benin or in older institutions, such as the University of Jordan, the College of Professional Studies in Delhi, or the major reforms in Peru. The training of mid-level manpower to provide technicians for expanding economies is becoming a priority. Universities are introducing two- and three-year diploma and degree courses in response to the urgent need, and some, such as the University of Science and Technology in Kumasi, are introducing weekend and vacation courses to upgrade skills of mechanics, plumbers, etc.

Study-service programs are another means of improving the relevance of training. In these programs, students undertake community service activities as part of the curriculum of the education courses they are taking at school, college, or university. Pioneered in Ethiopia in 1964 with the Ethiopian University Service, similar schemes now exist in Nepal (National Development

Service), in Indonesia (Kuliah Kirja Nyata), in Nigeria (National Youth Service Corps), in Brazil (Project Rondo and CRUTAC), in Thailand at Thammasat, and several other countries are planning comparable programs. There is also an appreciable trend to provide short-term specialized training related to development.

There are at the Development Academy of the Philippines and the University of Lagos programs for the training of extension and community development workers, and rural health practitioners--a direct, practical, and essential contribution to national development. In the same category is the training or retraining of government officials. Many institutions have developed short courses which prepare government officials to carry out development programs.

The following are a few examples of institutions that study representatives visited which are putting increased emphasis on training needs:

- At the University of Jordan, the College of Engineering has begun a program to produce mid-level technicians in applied technology. They also have developed proposals to phase in electrical, chemical, and mechanical engineering programs in addition to their civil and architectural engineering programs, in which some 200 students are currently enrolled.

- In Qatar, Gulf Qatar University is planned with schools in engineering, technology, aviation, marine sciences, building on the College of Education established four years ago.

- In Brazil, the Program for Faculty Development in Higher Education (CAPES) gives scholarships to Brazilian faculty for Master's and Ph.D. degrees which will enable them to teach at the graduate level in Brazil. CAPES' Pedagogical Support Centers concentrate on training Ph.D. graduates for teaching, offering courses in educational technology, etc.

- In the Sudan, increase in demand and the reduction in supply because of migration has exacerbated the need for technical and professional manpower. The Khartoum Polytechnic, University of Khartoum, University of Gezeira, and the University of Juba, as well as other institutions, are taking steps to train increased numbers of technicians, scientists, biologists, engineers, managers, food scientists and technologists, agronomists, and other related workers essential to economic development.

- The new development plan for the National University of Lesotho stresses the need for the university to meet training requirements

for middle- and higher-level manpower. Accordingly, university plans call for increasing enrollment to 1,000 students by 1981-82 and degree programs in accounting and business administration, agriculture, earth sciences, and education will be introduced.

In addition, various non-degree-granting institutions responsible for mid-level manpower training such as the Lerotholi Technical Institute/Polytechnic, the Lesotho Agricultural College, the National Teacher Training College, and the Lesotho Institute of Public Administration will be strengthened. Plans for the creation of a commercial training institute and a nurses practitioner training program are also being formulated. The university through a close working relationship with these institutions will provide assistance with curriculum planning and content, with teaching, and facilitation of transfer students to degree-granting programs at the university.

- In the francophone countries, several universities have been established in this decade to respond directly to national manpower needs. The University of Ouagadougou, Upper Volta, concentrates on training agricultural extension agents, teachers, engineers, business management, and government administrators. The University of Benin has emphasized agriculture, mining, engineering, public health training and business management, and teachers are trained in methods directly applicable to the pupils' social, economic, and cultural environment. Health education emphasizes training for public health service and preventive medicine techniques in rural as well as urban techniques, training senior laboratory technicians to administer regional laboratories, and the training of medical assistants for regional staff needs. Nurses, laboratory technicians, hygienists, and midwives receive three years of training.

- The Pakistan Academy for Rural Development (PARD) is providing advanced, in-service training in rural development administration for all officers working in various nation-building departments.

- The Bangladesh Institute of Development Economics (BIDE) provides facilities for training in economics, demographic analysis, and research techniques. The institute's training program is designed to provide advanced training to persons who possess a good background in economics, mathematics, statistics, or related fields, and who intend to make a professional career in economics.

- India's Small Industry Extension Training Institute provides, supervises, and plans training for persons engaged in small industry development and management activities. The Training Institute conducts an international program on Small Industry Promotion in Developing Economies as well as national programs in industrial planning and programming, rural industrialization, and related fields.

- The National Institute of Development Administration in Thailand conducts training programs in public administration, business administration and management, development economics, and applied statistics. The School of Development Economics offers a graduate program leading to a Master's degree and an intensive in-service training program for development administrators.

. The Panamerican Agricultural School in Honduras is an important agricultural training center in Central America. The institution offers a three-year technical agricultural degree and numerous short training courses to regional farm planning groups who have limited technical training.

While much progress has been made, the need remains to upgrade the quality and to further increase relevance through institutional staff development and development of localized curriculum stressing case materials and examples drawn from the community, region and nation.

In these two areas-faculty and curriculum development--linkages with U.S. institutions can be helpful. AID has supported many such programs in the past. The earlier proposed phasing out of such programs as the AFGRAD and LASPAU programs has caused much distress in recipient countries.

(1) Teacher Education. An area of training deserving special attention is teacher education. The pre-service and continuing education of teachers for all levels of an educational system are of central importance to fiscal and policy planners in the LDCs. These functions are regarded as an integral part of all definitions of a national strategy for development.

It is estimated by UNESCO that 650 million children are currently in formal schools. By the year 2000 the number will rise to two billion. This exponential growth is caused by increased population; national policies to institute compulsory universal education (currently to the end of primary education, likely to expand to the secondary level in the future); increased educational opportunities consistent with growth in financial resources, as in the oil-producing and exporting nations (Egypt currently "exports" 30,000 teachers and educators to other Arab countries annually); and a persistent parental belief in the efficacy of formal education for individual and group welfare.

The impact of this increase on teacher education is formidable. In Nigeria alone, 200 new teacher training institutions, with their attendant capital, professional, and administrative costs, are projected to cope with

policy of universal primary education.

AID, its predecessor agencies, and the industrialized nations' technical assistant efforts are, to a large degree, responsible for LDC confidence in education as a national strategy for social problem resolution. Teacher Education and AID[13] documents the diversity and magnitude of AID's effort in the post-war years in the development of institutions, training programs, curriculum materials projects, and national and regional centers for educational planning, research, and development, as well as statistical collection and documentation. Many of today's LDC political and educational leaders are a product of these activities. They are also a product of the ideology that underlies them. Despite an acknowledgement of the need for relevancy and alternatives to traditional practices, the belief in education's efficacy is widespread and strong. Whatever the delivery system, the role of the teacher--even though his/her background or functions may differ markedly from the traditional type--is still a critical factor.

In more recent years, the "outreach" goal of higher education, through extension, community services, and action programs, has given all higher education a broadened pedagogical role. Technical assistance, American style, has also encouraged an integrated approach to teacher education in LDCs, making this professional training program an all-university function. The potential for capitalizing on the strategies and knowledge base of teacher education for achieving the outreach goals of other areas of education (agriculture, public health) has not as yet been stressed, but should be.

(2) Technical and Vocational Training. As already pointed out, the need for intermediate manpower overseas is enormous and growing. It is being met in part by innovative programs with degree-granting higher education institutions, many of which now combine practical training programs with academic ones.

[13] L. Normington, Teacher Education and AID (Washington, D.C.: American Association of Colleges for Teacher Education, 1960).

This works well in health care delivery programs, education, and other fields.

Despite traditional prejudice, there is also a growing network of nondegree-granting institutions. Indonesia, Peru, Venezuela, Burma, and Tanzania empha-size this in their current educational planning and there is increasing inter-est in India and Nigeria. This trend will grow and links to these institu-tions for planning, staff development, program development, and evaluation deserve special attention. The trend itself should be carefully monitored to build an improved information base for future planning.

(3) Access to Training. The problem of equitable access to postsecondary education in LDCs is acute but improving. As in the developed world, the poor and rural populations, women, and minorities are underrepresented in en-rollment, reflecting economic and social realities beyond the control of edu-cational institutions. Temporary redress in the form of special pre-university tutoring, bilingual programs, quota admissions, etc., can be instituted by education authorities and are done so increasingly. Examples include Malaysia, Thailand, and Tanzania. A severe problem for rich countries, these remedies in LDCs are even more difficult and require serious attention of researchers and donor agencies. Probably the most promising development is the develop-ment of regional and nondegree-granting institutions which enroll a larger share of disadvantaged students.

b. RESEARCH

In many countries, research capacity has greatly improved in quality and relevance. There are still great disparities in institutional research capacities within and among regions, but in every region there are identifiable development research centers of sufficiently high quality to suggest their greater use in the national and donor-sponsored research. A few examples are the Development Academy of the Philippines, the Institute for Southeast Asia Studies in Singapore, NISER at Ibadan, the Institute of Development Studies in Nairobi, the Foundation

Institute for Economic Research in Sao Paulo, Brazil. Such institutions as these do not require overall development so much as a means of continued international interaction to keep current.

And throughout the developing world, faculty members are becoming deeply involved in research on practical societal problems with many being called in on leave for government assignments,[14] as for development planning. The following provide a few notable examples.

- The Birla Institute of Technology and Science (India) is doing research on supplying energy to villages through experimentation with solar energy, biogas plants, etc.

- University of Islamabad (Pakistan) has established the Pakistani Institute of Development Economics which undertakes research on various aspects of the development problems of Pakistan and has made a significant contribution in different fields of applied economic research. Topics include research related to agriculture, industry, demography, international trade and economic relations, monetary and fiscal policies, and economic planning.

- The Applied Economic Research Centre of the University of Karachi (Pakistan) does research on a number of applied topics: quantitative estimates of graduate employment in Karachi and its causes, in-depth analysis of the shrimp industry with recommendations for government action, the economics of the poultry industry, a quantitative analysis of teacher training and teacher effectiveness, the design of an optimal admissions policy for the University of Karachi, a survey of the Census of Manufacturing Industries, a quantitative study of trends in baking costs and profits, a study of the distribution of fertilizer in Sind.

- The Institute for Development Studies is an integral part of the University of Nairobi's effort to contribute to Kenyan development. The work of the institute is divided into five major areas: rural society, Kenyan agriculture, industry and commerce, education and training, and nutrition, health, and family planning. The institute effectively works on contract with a number of ministries on problems of national development.

- The Ivoirien Centre of Economic and Social Research (CIRES) of the University of Abidjan conducts development-oriented research in four

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[14] Indeed, the extent of involvement in development efforts can be counterproductive if carried to extremes. For example, the dean of the economics faculty at a major Indonesian university reports nearly 70 percent of his faculty absent on government business.

Thoughtful educators are concerned to retain a proper balance between primary functions and government contracted projects. This points to the need for careful review of proposals for linkage to assure conformance to institutionally defined objectives.

major areas. Projects relating to agriculture and rural society include utilization of resources and factors of production and the adaptation of economic development strategies and methods. The socio-economic conditions of development are also explored in the fields of health, development economics, demographic studies, education, and training. Another area of research deals with industry, infrastructure, and monetary and financial problems, i.e., capital accumulation, industrial development, mobilization of resources. The final area of research is concerned with the economic integration of Africa and the West including problems of coordination of development plans and institutional aspects of integration.

- From 1974-76, Peruvian universities reported 596 research projects. Of these, 201 were in the productive sector of agriculture; 45 in cattle; 8 in energy and mines; 57 in economics; 8 in labor affairs; 76 in industry; 8 in tourism; 3 in services; 111 in education; 43 in health; and 36 in fisheries.

- The university faculties of the National Agrarian University at La Molina and the National Technical University at Altiplana are actively engaged in specialized applied research projects. For example, the agricultural faculty at La Molina conducts research on nutrition, protein deficiencies, and food sources for the benefit of the rural poor. The Biology Department of UNTA, through its research on marine life and fisheries, also seeks to supplement the protein and food sources of the poor.

- The UST-Kumasi does research on solving local needs such as housing materials, stock-raising techniques, irrigation improvements, and investigating local herbs for medicinal purposes.

- The Research and Education Program for Development (PROPED) was created in 1973 by the Federal University of Bahia with the help of the Rockefeller Foundation. PROPED's primary objective is to enhance the socio-economic development of the less-developed northeastern region of Brazil through targeted research programs. PROPED uses an interdisciplinary approach to combat the interdependent problems of health, education, housing, and sanitation. It administers various interdisciplinary centers one of which is the Center for Urban Development (CEDUR).

- The Institute of Agricultural Research and Training, at the University of Ife, Nigeria, trains agriculturalists and provides research facilities in tropical agriculture for postgraduate students working on a variety of improvements in cereal, root and tubers, grain legume, and farming systems.

As the above demonstrates, LDC institutions are pushing ahead with increasing emphasis on relevant research projects. American assistance can do much to accelerate this trend and help improve its quality and relevance.[15]

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[15] To take one field relevant to development--population research--a monumental assessment by the Population Council in 1975 finds a full range of capability and makes specific recommendations for upgrading education.

Elements where cooperation can be helpful are: (1) the need for training new researchers, (2) upgrading capability of present staff, (3) encouragement of interdisciplinary approaches, (4) greater emphasis on research applications, and (5) improved management and coordination of research. Large-scale upgrading of LDC research capability in specific fields for a major assault on specific development problems requires large capital inputs and a concentration of expertise mobilized through an entity like BIFAD which is defining priority areas to develop research capability in the vital area of agriculture. The National Science Foundation is evaluating recommendations for upgrading capability in basic science in LDC centers of excellence. The Overseas Development Council has recently made recommendations for upgrading capacity in energy research.

The need for upgrading of research capability in auxiliary areas remains, and programs of educational cooperation among LDCs and with developed countries are and will continue to be an important means of doing so.

c. EXTENSION AND SERVICE

In addition, colleges and universities, through the establishment of special programs and institutes which have an outreach and applied training and research dimension are now taking on more and more basic and applied research and action assignments linked to rural development and the improvement of the lot of disadvantaged citizens. In some countries there is a growing emphasis on field work, interdisciplinary investigation, short-cycle practical training, and extension work--all tied in with the development process. New colleges and universities, located far from metropolitan centers, concentrate on rural youth and offer instruction in the regional languages. (English is a barrier when it comes to education of the poor, as are many so-called national languages.) Many of these institutions are attempting to provide the expertise necessary to improve economic conditions in their rural regions by improvement of farming, forests, and fisheries, and by health education and social welfare activities.

In some cases student volunteers assist by providing service in the countryside--and are joined by students from urban higher education, returning to the villages to promote rural development.

The following examples, taken from the field visit reports and existing literature, are illustrative of these kinds of "action programs."

- University of Science and Technology (Ghana) operates an interdisciplinary extension service (Technology Consultancy Centre) through which local entrepreneurs, industry, and government are given access to faculty expertise. The Centre seeks to upgrade through intermediate technology existing craft industries such as textiles, pottery, and woodworking, and to generate new small-scale industries based on products developed at UST and utilizing as far as possible locally produced raw materials.

- Chiang Mai University (Thailand) has involved its faculty of agriculture in research efforts to apply appropriate technology to dry land and hill cropping. With local farmers an extensive program has been developed directed both to cash crops and the tourist trade. Students have also been involved, both in rural development outreach programs and research activities. The Institute of Anemia and Malnutrition conducts clinics in rural villages on Vitamin A and other nutritional deficiencies.

- Hacettepe University (Turkey) created in 1967 is primarily known for its medical school and especially its attention to the extension of health services to the poor in the community.

- Universidad Nacional de Costa Rica has established the School of Agricultural Sciences which focuses on training middle-level professionals. Stressing the need for academia to maintain direct links with the rural poor, students live and work in rural communities to complement regular studies.

- Northeast Hill University (India) is a national institution situated in a remote situation which emphasizes practical work on forestry and also takes an active role in adult education for the long-forgotten back-country people. Also in India, three new universities in Uttar Pradesh are concentrating on the special problems of the Himalayan foothills, both in applied research and in training local residents to have careers in the development of the surrounding low-income area.

- Ahmadu Bello University (Nigeria) at its branch campus at Samaur has established an Extension Research Liaison Service, the Rural Economic Research Unit, and four schools in the Division for Agricultural and Livestock Services Training for middle-level extension workers. The four institutes (Education, Agricultural Research and Special Services, Administration, Health) blend academic programs and direct service to the community. Each institute provides research, advisory and consultancy services, and in-service training to the six states of the region.

. The Universidad Nacional Tecnica de Cajamarca (Peru) has five faculties (nursing, education, agronomy, civil engineering, and sociology) which incorporate a community service component involving both teachers and students. Within the agriculture faculty, the Rural Agricultural Service administers "Blue Schools" staffed by students who train farmers in methods to decrease soil erosion, distribute seedlings, and also have worked on the construction of a drinkable water system.

. Gadjah Mada University (Indonesia) has established programs in rural development to meet community needs and instituted changes in teaching and university structure. The programs are part of the Institute of Rural and Regional Studies and the Council of Social Development. The IRRS projects include work in rural communication, irrigation, landholdings, marketing, and credit. The CSD has emphasized student and faculty involvement in agricultural improvement programs. Since 1972, Indonesian students have been expected to spend at least six months working in village-level development activities.

. University of Yaoundé (Cameroon) has established the University Centre for Health Sciences with multi-donor assistance. The UCHS is increasing the supply of professional and paraprofessional health personnel and on improving rural health services. Curriculum integrates formal medical education with health service delivery. The program focuses on a combination of teaching, service, and research. Teams of students help run village health centers and the majority of graduating physicians and nurses have been assigned to rural posts.

. Universidad Boliviana "Tomas Frias" through its Practical Agriculture Institute has worked directly since 1955 with peasant farmers in the Linares Province. Monthly interdisciplinary courses have been offered since 1973 as part of a five-year community assistance program designed to reach 1,800 families. As well as teaching improved farming methods, women were given a course in nutrition and home hygiene, farmers were instructed on managerial methods, and local teachers were included in courses on farming and livestock raising.

. Kasetsart, Mahidol, and Thammasat Universities (Thailand) are working together on the Maeklong Integrated Rural Development Project in the plains area of the Maeklong River basin, combining each university's particular expertise in agricultural extension (Kasetsart), community health (Mahidol), and social science (Thammasat). Projects under way include primary health care, nutrition and hygiene, literacy and vocational training, improvement of crop and annual production, irrigation methods, and credit and marketing methods.

. National Agrarian University at La Molina, Peru, established the University Program for Transferral of Technology as part of its Center for Investment and Development Projects and Studies. The UPTT seeks to provide solutions to agricultural and livestock production problems. Consulting and assistance services and preparation of student theses constitute the two principal thrusts of the program. Several hundred students and professors have participated in these programs which have served 118 rural entities in the first year alone. The National University of San Marcos and the National University of the Peruvian Amazon have also participated in the program.

. Federal University of Bahía (Brazil) established the Center for Urban Development (CEDUR) which focuses the resources of medicine, architecture, education, sociology, and engineering on the interrelated community problems of health, housing, education, sanitation, and recreation of 9,000 families in a district of Salvador.

3. Conclusion: Higher Education and Development

By itself, higher education does not create wealth, reorder a society's goals or reduce malnutrition and human suffering. But few would dispute that it is a necessary and crucial ingredient in dealing with such problems. Development priorities will continue to evolve in the LDCs and so will higher education goals. However, there is one overarching objective which will remain, and that is the desire to strengthen national independence and self-reliance.

The higher education systems within the LDCs will continue to search for a balance between meeting immediate community and national needs and, at the same time, building indigenous systems to perform the general function of preserving, transferring and increasing knowledge in as many fields as possible. As cited in Volume Two of Higher Education and Social Change in his article, "Higher Education and Development," the leading Indonesian educator and statesman Soedjatmoko states the problem best:

> . . . the universities must not only be capable of responding to internal development problems of poverty and inequality, they must also be capable of responding to problems of dependency. Granted, the need to respond more effectively to the internal problems of development is very urgent, and a great deal more should be done in this direction, both conceptually and operationally; however, a study that concentrates on this aspect alone would inevitably leave itself open to the accusation, however unjust, of wanting to downgrade LDC universities and to close their access to the real sources of wealth and power of industrial countries, thus keeping the developing countries as pastoral societies. The great problems the developing countries face is how to adjust their universities to these two goals--internal well-being and external independence--that lie in opposite directions, and how to do so within a single university system.

A balanced technical assistance and educational exchange program would lend support to building LDC self-reliance, providing for transfer of American knowledge and skills that are wanted and needed by LDCs.

IV. The Interest in Cooperation with U.S. Institutions

The interest in strengthening ties between the American academic community and institutions in developing countries is a two-way process. There is a demonstrable major growth of U.S. interest in relationships with LDCs, but, in many cases, the developing countries themselves have taken the initiative in seeking to strengthen such ties. The size, diversity, excellence in many fields, innovation in educational philosophy, and practice of U.S. higher education lead overseas educators to want sustained contact with the U.S. system. As the study representative to Egypt put it, "Egyptians are for linkages almost to the point a people is for motherhood." American programs of exchange, training, and assistance have added to the demand. There are ample illustrations drawn from the study to illustrate a similar readiness in other parts of the world.

- After visiting the United States, the Vice Chancellor of the University of Khartoum wrote in his report: "During my recent visit . . . I advocated closer cooperative links in various disciplines with a number of institutions, and I did my best to make the senior faculty and key officials and administrators aware of our keen interest in broadening the base of our graduate programme and of our need for help in certain areas, in particular with regard to Visiting Professors, technicians and equipment. I also expressed a keen desire to sound out ways and means whereby academic staff and registered graduate students of the University of Khartoum would be able to spend varying periods of time at U.S. universities. Such opportunities would further strengthen links, and provide staff and students with a chance to acquaint themselves with new techniques and technologies. Finally, we are also looking forward to involvement in joint research projects."

- A leading Algerian educator who had visited the U.S. for the first time recently returned to recruit faculty. He said his universities needed exposure to our American academic style which emphasizes practical applications and case study approaches to policy and management science.

- In francophone West Africa, American universities have few relationships. In all three countries visited--Senegal, Ivory Coast, and Upper Volta--strong statements were made of the need for American teaching and research agreements. In Upper Volta, they would

like all their science teachers trained according to the American system. In the Ivory Coast, the Director of Centre Ivoirien de Recherches Economiques et Sociales (CIRES) wants as many of his students as possible to spend a year in an American university. In Senegal, the Dean of Sciences spoke of the university's need to diversify from the French tradition and to reach for a closer relationship with the United States, and of their need for American science professors on his faculty.

- Nigeria was conspicuous last year in the magnitude of its requests: 1,500 faculty members, 10,000 students to come to U.S. community college campuses, not to mention 13,000 Nigerian students on our campuses.

- The rectors of all 18 of Turkey's universities met in April 1977 to pass a resolution officially endorsing the U.S. linkage concept.

- Immediately following the stunning democratic election in India, Indian members of the education subcommission called for increased academic exchange. Despite the obvious opportunity this offered to demonstrate American good will, funds were not then available.

- In Brazil, officials have indicated a willingness to create a counterpart linkages office to work cooperatively with an American counterpart to advance common educational purposes. In particular, they are concerned with the placement of advanced graduate students in the United States.

- The director of CAPES--the Brazilian faculty development program--expressed a strong desire for closer collaboration in the area of building a research base in the field of pedagogy and faculty training. CAPES is also hoping for cooperation in its ambitious efforts to develop higher education institutions in the poorest and, until recently, unserved regions of Brazil, such as the northeast. The emphasis in this institution-building process is on community responsibility and regional development.

- The Asia Institute of Technology in Bangkok, an outstanding regional institution for technical training, was modeled on an American regional training institute in the southeastern United States and heavily supported by AID assistance and with American academic input. Now it has no contiuing American ties, to the surprise and disappointment of the visiting staff and the director.

- Increasingly, Iran is seeking closer ties with American higher education. Most Iranian universities today are either patterned after or are moving closer to the U.S. system of education. In addition, it is estimated that between 30,000 and 40,000 Iranian students are studying in the U.S.

Overseas educators, many trained in the U.S., want a means of continuing contact with American education. A count of U.S.-educated faculty at only a few of the institutions which have had extensive contact with American insti-

tutions shows a remarkably high number of academics who form a reservoir of good will for the U.S. as well as being catalysts for change. At the University of Science and Technology in Kumasi, Ghana, there are 70 faculty with American degrees; at the University of Ife in Nigeria, 162; at Tanzania's University of Dar es Salaam, 106; at the Universiti Sains Malaysia, 93; 80 percent at Hacettepe University in Turkey have American degrees or were trained by American professors; in Brazil, it is estimated that fully 70 percent of the faculty have had some U.S. training. It is perhaps no coincidence that the institutions cited in this example are reform-minded, innovative, and directly involved in interdisciplinary problem solving and outreach.

A. Suggestions of LDC Educators for Improvement in U.S. Relationships

Of central importance to the study has been the solicitation of opinion from academics, education administrators, and political leaders concerning constraints to successful relationships in the past, ways in which ties might be improved and strengthened and, in particular, the areas of strength they would like to tap in American higher education.

During the field visits and conversations with visitors to the U.S., overseas educators were encouraged to discuss past linkage experiences with U.S. institutions. Recurrent problems described by many included:

(1) The frequent absence of genuine collaboration has very often resulted in programs which have lacked a clearly defined purpose and have been without mutual benefits and commitment of resources. Projects planned on an individual-to-individual basis have not been a part of, or complementary to, overall university or departmental planning, so that the program leaves little impact on the institution. Program planning in this context has led to frustrated expectations as students coming to the U.S. to study according to the agreement find principal faculty unable to give them sufficient attention, or the courses they have come to study are not refocused to respond to their country's environment or particular problems. There are complaints, too, that once the

agreement is signed, U.S. institutions will permit weaker or ill-prepared faculty to participate in the program, contrary to expectations.

(2) Projects have been too highly specialized or narrowly defined, often by outside consultants who give contradictory advice, and some lack relevance to the overall problem. American participants were cited for having a purely planning role with little contribution to later implementation. As one Kuwaiti put it, "U.S. higher education is very good on planning and advising . . . but we need help in implementing all the good advice and plans." Some commented that project participants often lacked experience in the particular environment in which they would be working, such as agricultural or engineering projects cited by one Afghani educator, with insufficient orientation on the political, cultural, and physical environment.

(3) Programs contained no provision for a winding-down period or for follow-up visits or joint projects. Most educators interviewed agreed that sustained ties on a more formal basis than former colleagues exchanging correspondence would be desirable, both to assist in subsequent implementation and for continued training of staff.

(4) Those interviewed insisted that institutional linkages must be on an academic-to-academic basis rather than government-to-government agreements. Residual suspicion persists that U.S. government agencies act as fronts for intelligence activities; administrators and faculty expressed concern that students can seriously hinder relationships on this basis. Where linkages are to reflect mutual benefit and trust, then the academic framework is preferred. There is a great frustration too at government bureaucracy. Lacking an educational structure to which to turn, many prefer doing without rather than dealing with government agencies.

(5) A major impediment to links with American higher education is its diversity and the lack of a centralized source of information. Many stated that an inappropriate match with a U.S. institution had often resulted from

inadequate information.

(6) Recruitment of U.S. faculty for short- or long-term service in LDCs presents a special problem, as has most recently been seen in the Nigerian case. Overseas educators expressed a need for a centralized channel to make staffing needs known in a manner more successful than direct media advertising.

(7) Foreign academics and American Embassy officials complain with justification that there are too many American academics touring foreign countries in search of programs to pursue. Unfortunately, the creative energies of our academic community find few outlets these days for developing constructive programs of continuing cooperation. As a result there are too many visits in which much is promised but little delivered. In large part at fault is the lack of programs supporting cooperation. A few Americans seek these programs on a for-profit basis but most have a genuine educational purpose that is matched by foreign interest. What's missing is a means of follow-through which capitalizes on the inherent potential for positive outcome.

B. Suggestions for Strengthening Future Relationships

In any form of human endeavor, there is always room for improvement, and academic relationships are no exception. But it should be noted that past problems associated with contractual ties have not soured those in the developing nations on the U.S. Quite the contrary. It has helped those in the LDCs to sharpen their views on the type of arrangements they would like to see in the future. The interviews conducted in both the least developed as well as middle-income countries reflect a rather clear set of general characteristics LDC leaders would like to see:

1. Reciprocity

Overseas educators overwhelmingly agreed that the basic element in linkage arrangements must be reciprocity, that the idea of an arrangement being a one-way street no longer applied to the majority of institutions in the modern setting. Along with the desire for reciprocity goes a need for detailed

joint planning before universities enter into an arrangement. Agreements should be practical, should not try to achieve too much. And again, agreements must stress the substantive content of the project with less attention to "prestige labels." In the words of Dr. Hamed Zahedi, Secretary General of the Iranian Central Council of Universities and Institutions of Higher Education, "With reference to linkages, we would like to establish reciprocity, we believe in the two-way street . . . ." Vice Chancellor Kwakye, University of Science and Technology, Ghana stated that:

> The time has come when university relationships should no longer contain traces of the donor-receiver mentality. Universities in the developing world are now ready to enter into equal relationships with their counterparts in the developed countries, and are seeking to join in mutually beneficial cooperative projects.

Wherever physically possible, university administrators consider their own university contribution to a linkage arrangement as an integral component. This would include housing for faculty, local salary, and, in some cases, transport. But the need for a strong initial agreement at the department level was stressed many times. Relationships which start at the top administrative level and are carried through without strong department support have never been as successful as those that arise from a desire for a working relationship between professors in the same field working on a project of mutual interest.

2. Continuity

The need for continuity as an essential element was expressed many times during the field study. This was especially emphasized by Southeast Asian educators. With few exceptions most of the arrangements during the last 15-20 years in this area have been terminated formally. Some informal arrangements have been continued, yet most of the relationships no longer exist, much to the distress of the educators and even government people involved with educational enterprises. There was tremendous interest in finding some way of not only continuing relationships that have been formulated in the past but also of building new ones.

Conversely, there was strong reaction to "quick shot" action projects, very few of which could feasibly be completed in the stipulated time-frame and which would then leave no provision for follow-up monitoring of project process, evaluation, or continued staff training. To be worthwhile, project agreements must contain a strong element of institutional commitment on both sides, so that successful relationships at the departmental level can continue in the knowledge that administrators have at the outset concluded a long-term agreement to support the project.

3. Improved Access

Another theme almost unanimously emphasized by many was the need to improve access to the wide diversity of American institutions. Sophisticated as many are concerning the U.S. system, knowledge is often limited to 10-20 universities, those that have been most active in international programs. Overseas educators are now becoming increasingly aware of the value of relationships with many of the state colleges and universities, with the community colleges, and the wide array of consortia which have varying areas of expertise in research, training, and community service programs to draw on. While they rightly reserve the selection to themselves they need expert neutral advice.

4. Collaboration

The areas where collaboration was desired were:

a. Collaborative Research. Either as a direct purpose of the linkage arrangement or as a by-product, many educators expressed their desire for a strong relationship with an American university which would permit their professors to work on the most important scientific problems of development, to get their professors involved. The Rector of Bogazici University, Dr. Koran, agreeing with this wholeheartedly, referred to a successful linkage under way with Princeton University regarding jointly planned research. The pattern in the past, he said, has been the one-way supply of U.S. teachers. He felt there was great advantage in the teacher exchange format where Turkish teachers

might upgrade their knowledge in a new environment.

At the University of Jordan joint research projects are desired in the engineering, agriculture, and basic science faculties in areas such as soil, water, and plant life in the Jordanian environment. At the University of Khartoum, joint research projects would include work in African history and marine biology.

b. Staff Development. The urgent need for staff development and faculty upgrading was constantly repeated. In Mexico closer ties with U.S. technical institutes and assistance with training professors to teach technical instructors were mentioned. In Zambia, where 75 percent of faculty are expatriates from more than 30 countries, the Vice Chancellor of the University of Zambia stated, "The top priority for us is staff development through training abroad." In Lesotho, only 20 percent of staff is local and there is a great need for expatriates, especially from the U.S. In the Sudan staff development programs produced 500 Ph.D.s but the brain drain to oil-rich countries requires a renewed effort to train staff. Dr. Zarghami of Arya Mahr University of Technology in Iran would like to see staff training in U.S development programs. In Egypt, faculty in the applied science fields is a priority. In Afghanistan teachers of English are needed as are faculty for technical/vocational programs, agriculture, engineering, and the basic sciences. In Argentina advanced training for teachers (of which 37 are already in the U.S.) is a priority.

Advanced training for junior staff is needed and here shorter-term non-degree or joint degree programs are desired in addition to formal degree programs. In a linkage arrangement staff can take selected course work at a U.S. institution but research and other course work would be done in the home country. Such arrangements both improve the relevance of training and reduce costs.

Apart from the obvious need for more trained staff, overseas educators expressed their concern that their faculty members not become isolated, that they have a need for outside contact, not only to keep abreast with new developments in their fields but also to participate in the international academic environment. This becomes more of a reality as undergraduates are increasingly trained in their own countries. Planned participation in international networks is important to ensure LDC exposure to intellectual and technological development as well as to foster mutual understanding and respect. Opportunity to do so through linkage arrangements was an attractive alternative to many.

c. Curriculum Development. The development of relevant curriculum is an interrelated process with the emphasis shifting from non-indigenous to indigenous content as local experience and research is accumulated through action and pure and applied research and analysis. American experience is often seen as relevant in that we have a more flexible tradition of curriculum design responsible to local circumstances. Two examples are:

> Argentina has sent 37 teachers from the Province of Buenos Aires to U.S. state colleges and universities for individualized and specialized training to last several months. Funded by the Province, the teachers are expected on their return to assume positions of leadership in the school system. Major emphasis will be on curriculum reform, and also on the use of media, development of instructional materials, etc. Principal priorities in the Argentinian program to upgrade education are rural education, urban education, special education, agricultural education, secondary and tertiary education, and supervisory techniques.

> Basic undergraduate curriculum reform in the humanities and social sciences was undertaken on a national basis by the Indonesian government with teams of Indonesian educators working at the University of Hawaii, the University of California, Berkeley, and the University of Wisconsin to radically alter the focus to concentrate on the Indonesian scene, developing case materials and examples, integrating information developed through research in recent years.

C. Fields of LDC Interest for U.S. Cooperation

There are virtually no fields in which LDC educators do not want cooperation with American counterparts. From physical education to archeology, an interest has been expressed at least once. In reviewing field notes, certain

areas directly related to development emerge most often as desired and are not listed in order of priority (an impossible task since priorities differ regionally and nationally):

> Education, teacher education, educational management,[16] educational technology, extension and adult education, education policy analysis.
>
> Social science: Policy analysis and interdisciplinary social science programs on economic and social development.
>
> Management, including public and business administration, especially related to the management of science and technology.
>
> Science and technology, including management and policy analysis as well as pure and applied fields, particularly energy and environmental resource policy and management.
>
> Medicine and health: While interest remains strong in traditional medical practice there is a growing interest in medical technology and integrated health delivery, with paraprofessional level nutrition and population training.
>
> Engineering: advanced and intermediate level for civil engineering.
>
> Agriculture, particularly extension applied research and extension service projects and mid-level technology.

1. The Issue of Science and Technology Transfer

Scientific knowledge and its application through technology is only relevant to development where it can be adapted to fulfill indigenous needs. As T. Kelley White of Purdue University says in his paper presented at the St. Louis Forum for the 1979 United Nations Conference on Science and Technology:

> While scientific knowledge may be universal and technology may be, within limits, transferable, every country has need of its own indigenous scientific and technological institutions. Development is a problem-solving process which is continuing and unending. It involves identification of the set of factors which is most limiting social well-being and the relaxation of that set of constraints.

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[16] Educational management and administration is an area of great concern overseas. Americans can help by sharing experience in academic leadership development, management systems for analysis, and cost-effective administrative procedures. We do not refer to elaborate technology, but to tested styles of managing increasingly complex systems effectively. The American Council on Education's Office of Leadership Development could help coordinate a liaison program with LDC institutions and regional associations.

> Invariably the removal of one set of constraints reveals the existence of another blockage on the road to utopia.
>
> Resource endowments, relative factor prices, and political and social constraints differ significantly among countries. Thus, it is unrealistic to expect that technology developed in one country to relieve a constraint imposed by that country's peculiar set of factor supply and product demand conditions will fit the needs of a wide variety of other countries. It is true that basic scientific relationships hold over a wide range of conditions, and that what would commonly be considered "basic" research need not be conducted in each country. However, research aimed at the identification of most limiting constraints and at the adaptation of basic research findings and technological innovations to local conditions, must be country-specific and normally is best performed by indigenous institutions.[17]

As has been pointed out earlier, many developing countries are now increasing the capacity of their educational institutions to identify critical development problems, conduct adaptive research, and provide appropriate training to carry out solutions.[18] Yet this is of necessity a slow process, a process which has received declining support from donor nations in the past decade. After the period of concentrated institutional building of the sixties, many were disappointed with the lack of research results, improved programs and policies, and lack of rapid economic growth. In contrast, the success of the international research centers and the "green revolution" turned AID's support away from continued development of local educational institutions to emphasize more the direct application of capacities already developed. But, as Dr. White points out: "Second and third generation problems were encountered

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[17] "Science and Technology, Institutional Development and the U.S. University," by T. Kelley White, Director, International Education and Research, Purdue University, Indiana, for the St. Louis Forum for the 1979 UN Conference on Science and Technology for Development, January 23, 1978.

[18] In recent years, a number of appropriate technology centers have been created in the developing countries, some with a university affiliation. A sampling of these centers includes: Appropriate Technology Cell (New Delhi, India); Technology Consultancy Centre, University of Science and Technology (Kumasi, Ghana); Regional Adaptive Technology Centre, Mindanao State University (Marawi, Philippines); Ecodevelopment Cluster, Bu-Ali Gina University (Hamadan, Iran); and Superintendencia Do Desenvolvimento do Nordeste, Ministerio do Interior (Recife, Pernambuco, Brazil).

because indigenous institutions had not been adequate to foresee second and third level constraints and devise and implement means of alleviating them. . . . The need for developing indigenous institutions was again obvious." This need has been recognized by the Consultative Group on International Agricultural Research (CGIAR) in a recent report and also by the U.S. Congress in the passage of Title XII.

It is clear, then, that in order to maximize on progress already made and to accelerate the applications of modern technology the research and training capacities of indigenous institutions must be strengthened. And the role of the social sciences in the development process must not be overlooked. It is the integration of all the components of institutional capability that has most effect on development.

In this task U.S. universities, especially the land-grant institutions, are well suited, with long experience in bringing research, training, and extension together for problem solving. U.S. university research is also more applied in nature than is true in many countries. But without the availability of a secure source of additional funding at the national level to support what must be a long-term commitment there is little opportunity for the major institutions to turn from their mission of providing research and training for domestic immediate needs. As Dr. White points out:

> Universities do not, in general, have excess faculty or other resources waiting to be given the opportunity for employment in strengthening LDC institutions. Additional resources must be made available if the task is to be accomplished. These resources will need to be from the federal government and should be a component of a policy commitment to provide a mechanism for long-term involvement of U.S. universities in institutional development. The U.S. has allowed its stock of human capital, specialized in problems and institutions of the less developed countries, to depreciate significantly during the past ten years.[19]

Title XII has already made important progress in this direction, recognizing as it does the need for a long-term commitment to institutions and faculty members, so that research and training programs can be planned with

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[19] White, "Science and Technology," op. cit.

the assurance of continued funding. To quote from the World Food and Nutrition Study:

> AID (should) enlarge significantly its support for establishing operating relationships between U.S. research groups and those in the developing countries.
>
> In recent years, the U.S. universities' knowledge of conditions in the developing countries, and their direct involvement in those countries, have been declining. We commend the concept, now being developed under Title XII, of support for research programs linking the U.S. and overseas researchers interested in a common problem, such as adapting soybean cultivation to tropical conditions.
>
> Other forms of support also should be considered. . . . AID should provide encouragement for good university planning and management of international research. The universities, in turn, should recognize that the aim of Title XII is to help the developing countries primarily by supporting work there.[20]

V. Declining U.S. Contact with LDCs

The most acute shortfall in American international academic relations is with middle-income and graduate countries.

For the U.S., the question of how we are to relate to such countries as Trinidad and Tobago, Argentina, Iran, Iraq, Barbados, Malta, Mexico, Cyprus, Brazil, Fiji, Republic of China, Turkey, Algeria, Chile, Malaysia, Angola, Mauritius, Colombia, Nigeria, Republic of Korea, Ecuador, Ivory Coast, and Congo (Brazzaville) is obviously an urgent one.

Many of these are important nations where we have significant investments and need access to their natural resources. We want their political support. They need continued technical assistance, especially on the educational side, to develop practical research and applications, to enlarge their pools of skilled manpower, to introduce new technology, and to improve the lot of their poorest citizens. So there is justification for continued AID activity. As Ambassador Smith argued:

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[20] National Academy of Sciences, World Food and Nutrition Study: The Potential Contributions of Research (Washington, D.C.: National Research Council, 1977), p. 21.

> These are nations which will have "pockets' or regions of severe poverty. Their research, scientific and cultural insritutions are still in their early stages of development. They have skilled manpower at the top of government and the private sector, but the layer is thin and irregular. They may have sophisticated airlines, shipping and even rail networks, but lack adequate farm-to-market transportation, storage and marketing facilities or the professional means to develop them. They have severe urban problems.[21]

The U.S. has already "phased out" support for most U.S./LDC relationships in which AID programs had invested heavily. By 1980, almost all effective links between U.S. and LDC institutions may well be ended. It is not in the national interest that this should be so, nor is it in keeping with the need to help improve the quality of LDC institutions as they increasingly address development problems.

From an academic perspective, sustained interaction is valued for its own sake. However, its absence has implications for the future conduct of political and commercial relations.

- A former ambassador to Libya was asked to supply several American faculty in engineering and was unable to do so. Libya turned to Europe. Subsequent large-scale projects used French equipment. He is now posted elsewhere and continues to be frustrated by this experience, which he sees repeated in other cases. We have found similar examples in every region.

- Of the 50-man Nigerian Constitution Drafting Committee, seven were educated in the U.S., sponsored by the African American Institute (AAI) with AID support.

A. CU Support for Broader Educational Purposes of LDC Higher Education

The CU-sponsored educational exchanges have particular significance for the broader educational spectrum of LDC higher education since AID focus is largely limited to technical fields. With its more flexible policy and program, CU can, if its program is expanded, respond to expressed LDC needs in humanities, arts, and social sciences. While earlier sections have emphasized

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[21] Robert S. Smith, Associate Assistant Administrator for Interagency Development Coordination, Agency for International Development. Excerpt from draft discussion paper, March 31, 1977.

the economic development role of LDC higher education, its broader social purposes should not be neglected. They have a place, too, in economic development. The education of informed citizens is no less necessary in LDCs than elsewhere. It is particularly difficult in new countries often ethnically and economically fragmented with large numbers still illiterate. If democracy is to flourish or even survive, the citizens of LDCs must fully participate in developing national priorities, and to do so they must have a national consciousness, international awareness, and indigenously derived value systems capable of coping with such issues as equitable distribution of resources, equal political participation, and management of environment and resources for the future. LDCs must be intellectually self-sufficient to achieve self-determination of internal goals and to participate effectively in the international organizational networks which increasingly determine the allocation of the world's resources.

In these countries, as elsewhere, colleges and universities are the main centers of concern for the protection of freedom of expression and discussion, and the right of impartial investigation. When repressive governments limit dissent, and when diplomatic relations are strained, it may still be possible for educational linkages to survive, helping to keep alive interest in civil liberties and human rights.

Such subjects as history and philosophy, linguistics, literature, and art are as vital a part of education for development as agricultural economics. They nourish evolving consciousness of national identity and contribute to individual sense of self-worth and respect for others, and illuminate individual and collective decision making.

Donor assistance agencies and foundations have in the past supported development of the humanities and social sciences along with more immediately practical fields as part of institutional development policy. Some, such as the British Inter-University Council and the British Council, can still assist

in a limited way but the present general policy emphasis is now limited to those fields directly related to meeting immediate economic needs.

It is in the humanities and social sciences that the U.S. educational and cultural exchanges could play an enlarged role without distorting their fundamental purposes. By expanding programs of exchange and institutional cooperation, mutual understanding will be furthered, LDC capacity in these fields upgraded, and U.S. international education advanced.

In the vacuum created by AID departure, there is a dramatically increased demand reported by embassies, CU, and the American academic community to provide a means of continued educational cooperation. CU is under increasing pressure to function, as one senior staff member put it, as "a U.S. Ministry of Education and AID combined." It is neither organized nor funded for this task.

CU is trying to respond as is evidenced by the following excerpt from a cable from the Embassy in Brazil:

> Post has recently initiated survey among the most prominent 30 federal, state and private Brazilian universities to ascertain types of relationships maintained, if any, with American universities such as direct exchanges of professors, students, etc. Purpose is to enable Fulbright Commission and post to plan support to educational exchange and institutional development more rationally and to encourage continuation of most mutually productive projects initiated under USAID.
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> USAID projects stimulated many U.S./Brazilian university linkages which undoubtedly still continue in some form. Other ties have been established under Partners of the Americas initiatives, such as University of Georgia-Federal University of Pernambuco activities and discussions between Indiana State University and Federal University of Rio Grande do Sul and University of Missouri/Rolla University of Para projects. Other programs exist through Brazilian or American initiatives such as New York University-Catholic University of Rio de Janeiro program in business administration and exchange of professors in social sciences between University of Florida and University of Brasilia. Finally, the foreign assistance initiative under Title XII, International Research and Development, has stimulated great interest on the part of the Ministry of Education, university agricultural faculties and research organizations in the potential for collaboration with U.S. universities, particularly those with long

association with Brazilian agricultural sector such as Purdue University, Wisconsin, Ohio State, Michigan State, Arizona, Auburn, Cornell and North Carolina State.

Given this pressure for increasing exchange activity in LDCs, it is important to put the educational exchange program in perspective.

B. Educational Exchanges

Approximately 200 Americans go overseas and 500 foreign grantees come to the U.S. each year. The largest share of exchange is with the developed countries. There were only 50 American grantees in the whole of sub-Sahara Africa, in Latin America 59, and in all of Asia 109 in 1977.

Often the American grantee serves in fields significant for development, as at the University of Dakar, where the 1977 grantee worked on solar energy research, or in Zambia where grantees often work in management and accounting. In these cases the appointments serve LDC institutional needs. But this is not and should not become the principal objective of the Fulbright program. Recent suggestions that the whole program become problem focused seem highly undesirable. Nor is it feasible for Fulbright to be a means of staffing LDC universities--although in the absence of alternative means of recruiting American staff, the program is expected to do so, particularly in Africa.[22]

The Fulbright program is designed to give overseas experience to American faculty in all fields and increasingly in nonacademic professions. For American faculty in the social sciences and humanities it is the only means of getting foreign experience, usually for a year. This is important and should not be sacrificed. For example, the University of Ghana would like someone to

[22] In Africa, where staffing needs are acute in technical areas, the universities often provide housing and sometimes salaries and other allowances to the American grantee. They expect in return that the grantee will be a regular faculty member remaining for a minimum of two years, preferably longer as do expatriates secured through European staffing schemes. These expectations are often not compatible with the terms and objectives of the Fulbright program.. See The Senior Fulbright-Hays Academic Exchange Program in Africa: A Review of Policies and Procedures. (Washington,D.C.: American Council on Education, 1974.)

teach American literature as does the University of Dakar. They may have to choose other fields to meet staff needs.

But the exchange program in LDCs is too small to achieve even limited cultural purposes, let alone have serious significance for LDC educators struggling to plan educational relations to further institutional growth. In Zambia, with 75 percent expatriate faculty, or Nigeria or Brazil, Tanzania or Egypt, all wanting more American faculty, or wanting U.S. experience for local faculty, the Fulbright program is too small.

This becomes quite clear when the number of Fulbright grantees in LDCs is examined:[23]

	1966-67	1976-77
AFRICA		
Botswana	1	
Burundi		3
Cameroon		3
Chad		2
Congo	3	
Ethiopia	6	
Gabon		1
Ghana	3	2
Guinea	-	
Ivory Coast	1	
Kenya		3
Liberia	4	3
Madagascar		1
Malawi		1
Nigeria		5
Rhodesia		
Rwanda	1	
Senegal	1	1
Sierra Leone	1	1
South Africa	1	
Sudan	3	2
Swaziland	1	
Tanzania	1	3
Togo		1
Uganda	2	
Upper Volta		1
Zaire		2
Zambia		3
	30	38

	1966-67	1976-77
MIDDLE EAST		
Algeria		2
Egypt	30	4
Iran	15	4
Israel	10	7
Jordan	5	2
Lebanon	8	
Morocco		2
Syria	5	
Tunisia	1	2
Turkey	12	
	86	23
LATIN AMERICA		
Argentina	8	3
Bolivia	1	
Brazil	17	8
Chile	11	1
Colombia	13	8
Ecuador	6	5
El Salvador	1	
Guatemala	3	
Guyana	1	2
Honduras	3	
Jamaica	3	1
Mexico	13	2
Nicaragua	1	
Paraguay	4	
Peru	12	8
Trinidad & Tobago	7	
Uruguay	13	5
Venezuela	3	3
	120	46

(Continued on next page)

[23] Listing according to CIES records. Due to program complexities these figures are approximate.

ASIA/PACIFIC		
Afghanistan	3	4
Burma		3
Fiji		1
India	50	17
Indonesia		2
Korea	9	12
Malaysia	12	4
Nepal	1	2
Pakistan	1	5
Philippines	11	6
Singapore	2	2
Sri Lanka	4	2
Taiwan	16	4
Thailand	10	3
Vietnam	12	
	130	67
Totals	366	221

The program is stretched too thin to sustain a reasonable level of interaction when AID withdraws from the middle-income countries and is far too small in the poorer LDCs. This is illustrated by the report of the study's representative to Peru which contrasts declining U.S. role with the activity of other countries.

> Given the wealth and stature of the United States as a world power and its natural interests in events and the future of Latin America, an examination of current assistance levels, particularly scholarship support, is disturbing. In 1974, according to figures tabulated by the Peruvian National University Council, an organ of the Ministry of Education in Peru, approximately 1,322 scholarships were offered in open competition to Peru's 33-university system. Of 25 nations listed, the United States ranked midway down the list with 39 scholarships offered. Other countries included Holland, which offered 160 scholarships; Switzerland, 47; Great Britain, 43; Italy, 42; and West Germany, 40. The Soviet Bloc countries offered a total of 104 scholarships, with Yugoslavia giving more than the United States. The Hungarian government has awarded a $10 million loan to Peruvian higher education for the development of laboratories, the World Bank $35 million for the development of the new ESEP or technical schools, and the Canadian government close to $35 million for the same purpose.
>
> The Fulbright program in Peru is currently at a level of funding of $240,000 and is unable to sustain many scholarships at this level. Indeed, scholarships from other countries are usually more attractive. USAID in Peru is currently devoting $429,000 to educational activities, one of which are at the postsecondary education level. The Ford Foundation is closing its Lima office.

In sum, the U.S. presence in this important country, in terms of future access to Peruvian leadership, resources, and support, is badly eroded. Past assistance efforts, many of which were successful, now languish. Many thoughtful Peruvians are anxious about this lack of U.S. resolve, and simply cannot understand it. It does not bode well for the future.

VI. Conclusion

The Study, in briefly reviewing American academic exchange with Europe, concludes that the recent declines in programs have taken a heavy toll in traditional exchange precluding broadening the programs, which is clearly desired by Europeans and the U.S. academic community. Because of the vital importance of current academic relations with Europe, both educationally and politically, a full scale review of the situation seems called for.

Turning to the LDCs, the Study reviews the growth and diversification taking place and offers numerous examples of the role education is playing in meeting basic human needs through training, research and action programs. The help of American colleges and universities is wanted to speed reform and innovation and to upgrade institutional capability. This is true both in poor and middle income countries. While the oil rich can pay for some American academic services, the others cannot. The U.S. educational and cultural exchange programs are shown to be of insufficient size and scope to have significance for educational development.

The Study concludes that there are a sufficient number of institutions in every part of the world having an impact on meeting basic human needs to suggest the need for a flexible technical assistance policy which includes support for higher education as part of a balanced approach to individual country needs (including more direct contracting to well-established LDC research institutions).

The Study also concludes, having reviewed the LDC suggestions for improvements in their educational relationships, (i.e. joint planning, mutuality

and continuity) that a program of US/LDC planned institutional academic relationships offers an additional means of meeting both LDC and American academic needs. That such a program is feasible, that both the LDCs and American campuses are prepared to pay a large share of the cost, and that such a program is more suitable to the present educational environment than earlier, more one-sided arrangements, is apparent.

The Study identifies the greatest gap in our educational and cultural cooperation as being with the middle income LDCs where, as AID withdraws, CU programs cannot fill the gap, being too limited to meet LDC needs. Expansion of these programs is called for to maintain a credible level of American contact with these significant countries and because CU, with its greater flexibility, could support programs of cooperation to meet broader educational needs in the social sciences, humanities and arts than can AID.

The case for AID continuing to provide technical assistance related to its mandate in education to the middle income countries is persuasive and will be returned to in the following section.

FEDERAL PERSPECTIVE

I. The State Department's Bureau of Educational and Cultural Affairs (CU)

Presently the principal instrument of the nation's long-term foreign policy, CU is charged with the twin objectives of contributing to creation of a friendly environment for the conduct of American foreign policy abroad and an informed citizenry at home. It is a large task, one whose importance is insufficiently appreciated within the foreign policy establishment. As a result, its funding has never reached credible levels for a nation of our size and importance. The U.S. ranks a poor last in the following table quoted from a recent Georgetown University study.[1]

	Annual Budget	Military Expenditures*		Policy Information and Cultural Communications§	
1973 Data	$ Billion	$ Billion	% of Budget	$ Million	% of Budget
U.S.	276.7+	79.5	28.7	295+	.106
Britain	40.4	8.7	21.5	93	.230
F.R.G.	46.1	11.3	24.5	351	.761
France	46.7	8.4	18.0	487	1.042
Japan	54.5	3.5	6.4	80	.146

§These figures include foreign aid related to information and cultural diplomacy.
+Budget of the U.S. Government, 1975.
*The Military Balance, 1974-1975 (London: IISS, 1974).

Sources: External Information and Cultural Relations Program of Selected Countries, 1973 (USIA).

This table combines the total budget for culture and information functions. When the education and cultural is isolated, the picture is even more bleak. In 1976 only $66 million was budgeted for CU, a decline of nearly one-third in real dollars from the levels of a decade earlier. Existing programs have been cut to the bone and new initiatives are difficult to propose lest they damage an already threatened enterprise.

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[1] Terry L. Deibel and Walter R. Roberts, Culture and Information: Two Foreign Policy Functions, The Washington Papers, Vol. IV, No. 40, (Beverly Hills and London: Sage Publication, 1976), p. 23.

In the absence of a firm national policy underlining the vital importance of continuity in educational and cultural relations, they can be interrupted by shifts in political policy. To take one example, cultural agreements are sometimes included at high levels, as a result of visits of heads of state or others, in a manner which must seem capricious to outsiders. These divert already limited resources to achieve short-term political or economic purposes.

Not that cultural relations are not fundamental to successful economic and political relations--their importance is increasing (a fact recognized more clearly by other developed countries, particularly in Europe--Britain, France, and Germany--and the Communist countries). All the more reason to support them adequately and develop them on a long- not short-term basis which rationally reflects national interests and priorities, for the future as well as the immediate present.

Despite the difficulties, U.S. cultural programs have demonstrated remarkable achievements which have gone far to improve international understanding of the U.S. Leadership at the highest levels in business, government, and education from foreign countries has participated in CU-sponsored exchanges. American higher education has been a partner in much of the CU program as a primary participant in the Fulbright exchange and through other programs as well.

It is a comfortable partnership in that CU and educational community goals have much in common. Not only is there basic agreement as to purposes, but of all government agencies supporting international education, CU procedures are the most easily grasped, with red tape at a minimum. It is natural then that the academic community should view with concern CU reorganization and consolidation into the new International Communications Agency. This concern is associated with the need to assure academic independence from direct involvement with propaganda or short-term foreign policy objectives.

President Carter has allayed academic fears with his statements proposing creation of the ICA. The probable appointment of Dr. John E. Reinhardt

to head the new agency is an important further element in building confidence in its integrity. As a former academic himself, Dr. Reinhardt is confidently expected to give strong leadership to enhance the cultural and educational exchange programs. This confidence is strengthened by the expected appointment of a respected scholar to head the cultural effort.

A. Increased Support for Present Exchanges

Of first importance is a level of funding for educational and cultural exchange which assures this nation a credible level of contact with all regions of the world. Early sections have demonstrated the declining U.S. interaction with the international academic community. Funding reductions have alarmingly undermined the Fulbright programs whose total reach is so attenuated as to be insignificant in many regions.

B. Broadening Exchange

If sufficient additional funding becomes available, the study would urge a broadening of educational exchange programs to give a role to a wider range of higher education. It is not a question of abandoning a standard of excellence which should always guide our exchange programs, but of defining excellence differently. The question should be: Excellence at what? In education, there are excellent black colleges, community colleges, state colleges and universities that need contact with foreign colleagues. Foreign regional, as opposed to metropolitan, universities and colleges want contact with counterpart American institutions sharing similar purposes.

C. Exchange with LDCs

American cultural relations with the LDCs are of great and increasing importance. They cannot be expanded at the expense of already small programs in the developed world, but certainly something more needs to be done. The problem is particularly pressing in the middle-income and other non-AID, developing countries. As AID activity supporting educational relationships

is withdrawn and even disappears, CU is under increasing pressure to fill the gap. It is neither organized nor funded to do so.

The pressures on CU from LDCs is a measure of the gap created by AID's altered policy emphasis. The CU role could be expanded in the area of assistance for LDC higher education particularly because this offers flexibility to LDCs in fields not directly related to development. It certainly seems essential that CU budgets for countries "graduating" from AID assistance be increased to maintain a reasonable level of contact between the U.S. and LDCs.

The Study cannot, however, agree with recurrent suggestions that cultural exchanges be made largely problem-oriented or directly related to technical assistance development programs. This would be yet another sacrifice of long-term purpose. Cultural exchanges have helped in development and problem solving, but the main goal of cultural understanding should continue to prevail.

The organizational structure of the International Communications Agency is still evolving, therefore specific discussion of proposals for institutional linkages as a desirable added means of strengthening educational exchange is premature. However, the issue of continuity of relationships is an important one, largely unmet by present exchange programs which most often aim to spread opportunities widely. Certainly this is one desirable objective, especially given inadequate funding. But it has limitations. That something more is required is suggested by John E. Reinhardt, newly appointed Director of USIA:

> We should do what we can to encourage those individuals and institutions, those coalitions and "networks"--here and abroad--which are also engaged in the free flow and exchange of ideas and experiences. . . . We can clearly help forge the institutional links--and the exchanges between them--that will contribute not only to the civility and the breadth of our mutual perceptions but to the common solution of common problems.

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[2] From a speech given at Knoxville College, Knoxville, Tennessee, commencement ceremony, May 28, 1977.

D. Continuity

Providing initial contact for overseas educators with American colleagues, either through short- or long-term exchange, often leads to great frustration when it is impossible to develop or continue mutually desired programs. This is increasingly recognized and several country programs now or soon will include institutional linkages as an important addition to exchange.

Another impediment to successful current exchange is the lack of coordination in American higher education. CU Washington personnel have expressed the need for a central point of access to the education community for help in program development for the LDCs. (In Europe, among Fulbright commissions and cultural officers, there is interest in a coordinated higher education council for information and referral, but it has not the same priority as it has in the LDCs.)

In particular, the need for high-level liaison between U.S. and LDC higher education is expressed by CU officials. They also seek, on the U.S. side, a focal point for convening representative advisory and consulting services in a variety of academic fields which are requested by foreign governments, institutions, and U.S. embassies.

A reference point on American higher education is also needed by cultural and information officers abroad who are called on to provide highly specialized information and services in higher education. They would find helpful a referral and brokerage service and a publications program providing guides to the changing American academic scene.

CU officials have strongly supported efforts to create the new Council for International Cooperation in Higher Education, regarding it as evidence of this Study's success since it will meet the two strongly felt needs for coordinated access to American higher education and for continuity in educational relationships. These needs remain as the ICA is created, and it is anticipated that support for certain Council functions as well as for specific projects will be forthcoming. Proposals will be advanced for discussion

at an early date.

II. The AID Perspective

The Agency for International Development has been subjected to intense scrutiny during the past year through a number of studies of its purposes, programs, and structure. Conducted within and outside the agency, these studies have provided valuable advice and assistance, despite the pressure caused by so much change within the agency. Significant changes in personnel at all levels due to the change in Administration and to internal restructuring have taken place. Now, further questioning of purpose and structure will likely result from the recently introduced legislative initiative of Senator Humphrey. In these circumstances, the Study must express particular thanks to the AID task force.

A. The Aid Budget

The Carter Administration has called for increased foreign aid, yet its first budget for AID for fiscal 1979 provides no substantial increase except for catch-up funds to meet commitments to the international development banks. The U.S. now ranks twelfth on the list of 17 aid-giving industrial democracies.

Of AID's proposed budget of $4 billion, half would go to the Middle East. Direct development assistance of about $1.7 billion must be spread over some 50 countries.

B. AID Policy

In apportioning this money to programs, AID is directed by legislative mandate to support those activities designed to meet basic human needs. Emphasizing key problem areas of food, nutrition, population, health, and education, current AID policies have been interpreted narrowly by some to mean that assistance must directly and immediately benefit the poor. In education, for example, programs heavily emphasize "basic education."

Basically, the new directions mandate has resulted in a paradox in

implementing a balanced assistance strategy for education. This is that the poorest countries are usually the ones most lacking trained manpower at middle and high levels.

No one can argue with programs designed directly to alleviate human suffering. It is suggested that this can amount to a welfare program, with the long-term dependency that this implies, unless some attention is also paid to developing skilled manpower necessary to achieve LDC self-sufficiency for training and research. Ultimately, the success of rural development, indeed all development, is dependent on the availability of trained indigenous personnel at all levels. Heavy reliance on expatriates is very expensive, less efficient, and does not meet long-term needs.

A balanced and flexible assistance program should aim at building local capacity to meet local needs. Here higher education has a key role--one deserving of donor support in a balanced assistance plan. Training mid- and high-level manpower, doing applied research, extending services to the community all directly and indirectly support economic and social development and benefit the poorest of the LDC population.[3]

C. Middle-Income Countries

The case for technical assistance to AID "graduate" countries and other countries not now receiving assistance is strong even measured by the standards of the new directions mandate. Some contain pockets of the most severe poverty to be found anywhere. Though per capita income has risen, many lack the material infrastructure and sufficient trained manpower to achieve development goals. All continue to require technical assistance which the oil rich can pay for while the others cannot.

In particular, these middle-income countries want to improve and expand

[3]It can be argued that the issue of AID support for LDC postsecondary higher education is irrelevant to the study's immediate purpose. True. But the case for greater balance is so compelling to educators in terms of demonstrated need and relevance to any development strategy that it is at least raised for purposes of discussion.

their own research capability, especially in science and technology. In terms of the new directions mandate there are good reasons for making a response. These countries have:

1. relatively the greatest absorptive capacity because their institutions are advanced or maturing due in part to earlier AID assistance;

2. improved research and training that can be directed to economic improvements designed to alleviate conditions of the poorest of their citizens; and

3. institutions that are often purveyors of new knowledge and technology for poorer neighbors in their region.

Technical assistance can be provided by several complementary means: (1) support to the private sector, particularly the business community; (2) upgrading local institutional capacity through training, exchange, and research; and (3) direct support of LDC institutional research for development. U.S./LDC institutional linkages would seem to be a modest and useful vehicle for upgrading middle-income country institutional capability.

The argument presented here is not for large-scale AID involvement in the middle-income countries. However, the case for providing some continued technical assistance seems persuasive in terms of their needs, interests, and capacities. For the oil-rich countries, improved access to U.S. educational resources is needed to give them an informed choice in selecting contracted academic services.

In broader terms, many of these countries are of great economic and political importance to the United States and responding to their expressed needs for technical help has national significance.

D. Alternative Means of Supporting LDC Higher Education in Development

While the degree and kind of involvement of higher education in development varies among and within regions and within countries, the study has found no nation lacking in some commitment. Although valid criticism of elitism can still be leveled at certain institutions, it seems preferable to focus

on the positive changes demonstrably taking place, lending them support as a further catalyst for change.

A number of existing means are already available to AID missions and bureaus for supporting LDC higher education for development. They can be flexibly applied to meet specific LDC needs. Among them are the following:

(1) AID can contract with a U.S. institution or organization to work collaboratively with the LDC institution on an overall institutional strengthening program. There are numerous examples which can be drawn from the literature or cited as a result of interviews during the course of the study. In AID experience just last year there were more than a hundred U.S. university contracts working with universities or segments of higher education institutions in other countries (i.e., as indicated in earlier discussion, a number of universities worked closely with institutions of technology and agriculture in India--the University of Illinois, Ohio State University, Colorado State, the University of Peshawar, and Cornell at Los Banos in the Philippines). A promising new proposal has recently been advanced by the CID to develop agricultural research and extension in the Sudan as an essential complement to Arab investments for agricultural development.

(2) A second option open to AID is to contract narrowly with a U.S. institution or organization to provide technical assistance to a particular development-oriented unit within an LDC higher education institution or system. Here again, there are ample experiences within the AID past. At the present time, AID has contracted with the Midwest Universities Consortium for International Activities (MUCIA) to help strengthen the equivalent of the College of Agriculture of the Tribhuvan University in Nepal located at Rampur.

Over the years, AID has frequently singled out a component of a university system or an element within a particular institution which appeared to need assistance. At a critical time in the development of Brazil, AID, working with the Getulio Vargas Foundation and a U.S. university, helped to

establish the school of business in Sao Paulo which has grown to become a leading training and research institution for business management personnel in the leading region of Brazilian industry. In a number of other graduate countries, AID has contributed during the growth of an LDC economy to a critically important institutional improvement.

(3) AID has available to it direct assistance through loans which enable the LDC government or institution to purchase the services or material elements needed for institutional development.

(4) In a number of cases, AID and the foundations have provided personnel on a direct hire or individual contract basis who, in turn, have played key roles in the strengthening of a critically important component of an LDC higher education institution.

(5) From time to time, development assistance agencies including AID have supported regional meetings, symposia, or other training sessions, or have supported individual study tours in order to reinforce momentum in a progressive direction within an institution or group of higher education institutions. Such meetings or sessions have encompassed subjects ranging from rural development to family planning. This particular mode of encouragement has sometimes involved private contractors within the United States or organizations abroad. The Agricultural Development Council has been drawn on for such purposes, as have institutes of various sorts within the developing countries themselves.

Conferences and extended workshops on a number of critical issues in higher education which emphasize sharing of experience among regions can speed the process of change. Among topics singled out by the study interviews as requiring attention were national student service schemes, higher education management, bilingual education, policy analysis, science and technology policy development, and policy and management of environmental resources. Experience does suggest that to achieve maximum impact the initiative for meetings and publications must come from the LDCs. Priorities imposed by donors for which there

is insufficient LDC interest are not likely to yield significant results. It is desirable, too, to support LDC national and regional institutions and organizations directly in sponsoring conferences and meetings, with U.S. institutions and organizations participating and giving support at LDC request.

(6) To upgrade LDC university faculty competence, AID can give added support to advanced degree training through such programs as AFGRAD and LASPAU. Shorter-term, nondegree programs are another way of upgrading, while undergraduate training programs are still needed by a few of the least developed countries.

(7) Increased capacity for theoretical and applied research can be advanced by greater direct involvement of LDC institutions in donor-supported development research and action programs. Title XII provides for this in agriculture, but many projects in other problem areas would benefit from indigenous input to research and project design, implementation, and evaluation. There may be a short-term sacrifice of efficiency, but the long-term benefits of building local research self-sufficiency are worth it.

(8) Finally, AID has used various means of encouraging internal LDC governmental policies which give credit and support to those who are involved in university-sponsored development efforts. Through interaction with the LDC governmental planning and budgeting apparatus and personnel, assistance agencies have been able to encourage policies regarding training, local travel and per diem allowances, and personnel evaluation which facilitate LDC institutional efforts in a development direction.

Each of the modes should be considered appropriate and useful. Given the wide range of needs and types of higher education institutions existing in the LDCs--the poorer countries and those farther along the spectrum of development--each has its place in a balanced development program. All were used during the institution-building period of the sixties when 40 percent of the

EHR budget heavily emphasized construction of universities and postgraduate facilities and undergraduate and postgraduate degree training in the U.S. In some of the poorest countries, these approaches are still useful. However, in most LDCs a new stage has been reached, often thanks to this earlier support. Now, many LDCs, both poor and middle-income, are self-sufficient in most fields at the undergraduate level.

Expansion of graduate programs characterizes the seventies, with regional and national centers of excellence emerging as well as the diversification of the educational process, discussed earlier, which is more responsive to local priorities. Support for creation or expansion of specific fields such as energy research and environmental management may still call for larger-scale efforts through already available means.

However, experience suggests certain cautions, and the nature of the political and cultural milieu in many developing countries encourages a search for additional ways of providing constructive assistance. The present environment and that of the foreseeable future can be characterized by much greater sensitivity to the role of outsiders within the developing countries, more emphasis on self-reliance in goal and program definition, more self-confidence based on a greater sense of equality of capability among educational and government leaders, and a greater realization of the fallibility of western experts. There is also a more widespread knowledge of alternative models of development.

Although the level of sensitivity varies greatly from one country or region to another, it is a vastly different situation than that which prevailed when many of the earlier modes of cooperation were first tried. In response, a new mode should be developed and added to those now available to AID, one, which acknowledges and can adjust to the range of differences among the LDCs and, above-all, can be responsive to sensitive elements of the new environment.

The proposed new mode--support for mutually beneficial institutional linkage--would be an important new instrument available to AID as it attempts to further its basic goals in the LDCs. It is but one of a number of options. However, as described elsewhere in the report, it would offer certain advantages, some but not all of which would be shared with the other modes.

(1) Through careful delineation of criteria for selection of linkages, AID could assure that it was indeed supporting elements which would fit comfortably within the purposes of the Agency for International Development. For example, it would be able to be supportive of a cooperative relationship between a U.S. institution and an LDC rural development institution or university while not supporting relationships which appear to be unrelated to the new directions goals of the agency. While from the U.S. university perspective it would be unfortunate if AID support were defined too narrowly and thus tended to skew the nature of institutions abroad, selectivity would be open to AID, thus providing it with necessary assurance.

(2) Support for the linkage mode, based as it would be on purposes defined by the institutions themselves, would minimize accusations of the imposition of foreign judgments on local higher education institutions. It would encourage program definition by the LDC institution itself, thus conforming to the desire to strengthen self-reliance.

(3) Since the linkage mode would be based on a mutually beneficial, negotiated relationship, the institutions themselves would bear part of the costs. Therefore, AID would be sharing the costs of such relationships instead of assuming the full expense. A pattern of linkages would evolve with AID being only one of the sources of financial support. In contrast with the straightforward institution-building contract, costs to the U.S. government, therefore, would be considerably less.

(4) The linkage mode would be based on institutional joint planning with an appropriate time perspective and continuity in relationships built in.

Since some of the past criticism of the university contract system has been based on its short-term nature, relationships supported by AID through a linkage mode would be a distinct advantage.

(5) The linkage mode would be suitable for usage in connection with graduate countries and with those countries now considered to be part of the middle-income strata. It would provide a tapering-off option as AID programs in a country began to diminish commensurate with that LDCs progress toward "graduation" from the assistance program. A major university contract relationship could be shifted to the linkage mode and sustained at low cost to AID but at continuing benefit to the LDC institution. (The usability of the linkage mode in middle-income countries is discussed elsewhere.)

(6) the linkage mode would also offer the opportunity for AID to participate with other U.S. government agencies in a system of encouraging stronger international ties between American institutions and those in other countries. While AID support might, through the use of limiting criteria, be focused on linkages falling within development goals, other linkages falling outside the development framework might well be supported by the new Agency for International Communication, the Office of Education, or through the institutions themselves. The mode being used by AID would benefit from being part of a broader system, from the reinforcement gained through being part of the broader experience. Management of the linkages as well as evaluation would not fall entirely on AID itself but would be shared by the others.

(7) Since the linkage mode is viewed as involving a pattern of small-scale but continuing relationships, the heterogeneity of U.S. higher education would be advantageous. The U.S. higher education community reflects vast regional and community variations, different philosophies, and a wide range of talents and goals. It is almost as difficult to generalize about U.S. higher education as it is about the needs of developing countries. From the perspective of a federal agency such as AID, which is seeking to help institutions in

developing countries, this diversity should represent a great strength. It means that the need abroad often can be matched to an institutional experience or interest in the U.S. Furthermore, it means that a pool of technical talent with many different experiences exists on which to draw as the institution abroad attempts to become engaged in national development efforts suitable to its environment. Title XII of the Foreign Assistance Act officially recognizes this American competence and experience in a delimited but highly important sphere. The U.S. community and junior college system offers a range of additional interests as do the many middle-sized, regional public and technical universities which compose an important part of the system.

E. Alternative Means for AID Administration of a Linkages Program

There are a number of alternative means of administering an institutional linkages program. Among them:

1. AID can directly administer an institutional linkages program.

An advantage to AID is full control over program criteria, assuring strict conformance to policy and program objectives. The program could function in both middle-income and poor countries. If administered by a bureau it would improve overall internal awareness of the LDC higher education development potential.

The disadvantages are that this is less acceptable and in some cases unacceptable to LDC institutions. If designed to meet short-term program objectives, it would have more the nature of the present contract system thus commanding less U.S. institutional investments and increasing overall costs. Administration would require additional staff education specialists in Washington and LDCs in close touch with LDC higher education and U.S. institutions. There are also difficulties in U.S. government-conducted review of proposals and monitoring and evaluating projects.

2. AID can continue as at present to support specific academic relationships initiated by missions or bureaus to achieve immediate program goals.

Some disadvantages cited earlier apply here. In addition, the program would be confined to countries now receiving assistance and would mean continued failure to address more broadly the LDC need for institutional improvement.

3. AID can grant directly to LDC regional organizations of universities or to functionally organized LDC organizations, such as African Association for Teacher Education (AATEA) or Southeast Asia Social Science Association, or to a national university association.

This gives LDC organizations the initiative in defining priorities and builds infrastructure. Some regional associations might well be able to undertake the administrative task. Programs can be tailored to fit different regional and national needs.

The disadvantages include fragmentation of overall program which dissipates impact and involves complexity of AID management and added cost. Insufficient LDC knowledge of U.S. institutions would likely mean mismatching, too heavy reliance on a limited number of institutions, and leave LDCs vulnerable to the excessively entrepreneurial ones. There are very great variations in capacity to administer a grants program among LDC organizations. In Africa, where the need is greatest, regional cooperation is weakest. Political difficulties in selected appropriate organizations, in AID monitoring of its activities, and in defining mutually acceptable criteria (which might be too easily regarded as unacceptable AID-U.S. government interference in internal academic matters) are also disadvantages.

4. AID-supported linkage grants administered by an existing U.S. international education organization.

This could have the advantage of association with programs of proven durability and reputation. Since the linkage concept represents a new

departure, no existing organization has the advantage of experience.

There is no existing organization sufficiently representative of educational diversity, answerable to legally constituted representative organizations which could ensure the full participation of U.S. institutions. The likelihood is that participation in linkages would be confined to a limited number of experienced institutions.

5. Program administered by the higher education community acting in concert.

An important advantage is full participation of all segments of American postsecondary education leading to better matching of resources and responsible independent review of program design and performance. It would be coupled with an information system designed to serve LDC needs and to provide sustained institutional contact throughout the world in many fields. The program would be centralized with responsibility for proper conduct placed where it belongs--in the academic community which has developed the system of peer review to deal with selection and evaluation.

The administrative costs, shared with other agencies and foundations, are less as well as the costs of the linkages. It has the basic disadvantage of being new, as are institutional linkages themselves. For many reasons, it seems worthwhile to test this model and enlist the academic community in a new approach to international cooperation in which mutuality of interest and shared investment are stressed.

F. UN Conference on Science and Technology

U.S. participation in the forthcoming UN Conference on Science and Technology raises, in another context, the question of our commitments to equalize the distribution of resources--in this case, knowledge--between north and south. Here the question of U.S. academic relations to the developing world and their consequences for development, both in the long and the short term,

is relevant. In particular, how the U.S. commitments to science and technology transfer are to be met when the conference is concluded must be a question for policy planners. It would seem that U.S./LDC institutional cooperation through mutually supported linkages offers one modest but effective and appropriate response to LDC needs in this area.

G. Need for Specialized Information on U.S. and LDC Higher Education

Field visits revealed that AID mission personnel are, with some notable exceptions, increasingly isolated, sometimes completely removed, from the postsecondary education scene in host countries. This is not surprising given present policy emphasis and the fact that so few educational specialists are in the agency (in 1977, 55, a figure which includes human resources specialists in health, population, etc.). These few education specialists, too, tend to be focused on special areas such as basic nonformal education and educational technology in keeping with AID's main policy thrusts in education. The mission personnel naturally focus on new direction action programs and in the past at least have been overburdened with paperwork. The result is isolation in missions and bureaus from the currents of change in postsecondary education and their potential value in current AID programming as well as to their wider implications for a balanced program aimed at greater LDC self-sufficiency.

More direct AID contact with LDC scholars and administrators, particularly the emerging leadership, both in the field and in Washington, would contribute to a more balanced view of the contemporary educational scene, dispelling some of the criticisms based on earlier and no longer entirely valid experience. The new educators present a great intellectual resource and energetic commitment which can, if appreciated and used more fully, have important impact on policy development and execution in LDCs.

The Study proposal to sustain continued contact with LDC higher education is an additional resource for AID planners and administrators. So are the

proposed information, referral, and brokerage services since they directly respond to expressed LDC needs which no longer can be met within the agency. Finally, the capacity to provide specialized advisory, consulting, research, and evaluating services in the area of higher education assumes importance now, particularly in relation to the emergence of technical and vocational training.

H. AID and the Academic Community

Historically, the relationship between AID, its predecessors, and the academic community has been uneven, as attested to by a body of literature on the subject, from which we infer that, in part, past difficulties are due to different operational styles, different objectives, and different time perspectives in which the short-term, problem-solving orientation of AID conflicts with the longer-term academic perspective of research and institution building. These differences notwithstanding, there has been a demonstrated record of cooperative achievement in technical assistance, training, and research which should be a source of great pride both to AID and to the educators. It should be the basis for new partnership such as is emerging throughout BIFAD and is proposed in this report. On the academic side, there is a great reservoir of support for overseas assistance which should be mobilized to move the U.S. to far greater effort.

Our colleges and universities need to work overseas not just as a service but as an essential part of their teaching and research. AID continues to rely on their direct cooperation and to use their faculty, graduates, and research. We recognize this mutuality of interest and hope this Report may result in a constructive program to advance those purposes which we have in common.

III. U.S. Office of Education, Department of Health, Education, and Welfare

The U.S. Office of Education has been the federal focal point for international education, language, and area studies on the campuses. The Division of International Education has always been a miniscule operation within this mammoth and complex department, and, relatively small as its staff was ten years ago, it has since been cut by more than one half. Recent reorganization has streamlined Office of Education operations, strengthening higher education programs in the process. New leadership in OE, Commissioner Boyer and Deputy Commissioner Albert Moye, has given high priority to international education.

As a first step to broadening and strengthening OE's international education effort, a task force on global education with academic and government participation has been convened to define priorities and propose badly needed new programs. The long-awaited Presidential Commission on Language and Area Studies could also have a positive national impact. Although these are cause for hope, the present 1978 OE budget indicates little or no expansion, making it difficult to suggest new programs when present programs are inadequate.

The earlier review of the present state of various elements of international education revealed not only too little support for current international education efforts but a large gap in overall international education strategy. It is that present international education programs leave untouched the majority of campuses and a new clientele which should be identified and involved. A remedy for this situation is of great importance. This report can only draw attention to the magnitude of the international education task. Many problems are raised which must be further studied and resolved by cooperation between the academic community and the Office of Education.

The study's proposals are limited remedies to meet certain specific needs through creation of the Council for International Cooperation in Higher Education and the initiation of a program of planned institutional cooperation. They should be an important adjunct to the new initiatives likely

to be forthcoming in the next year. The Council is designed to ensure effective participation of all segments of American higher education in relating to foreign counterparts by providing coordinated access to our academic resources, both for foreign governments and institutions and for American government agencies. It is also designed to foster links within American higher education by providing a focal point for developing joint programs in pursuit of common purposes. Finally, the linkages program proposed to OE would focus on joint U.S. overseas institutional cooperation on key areas of educational concern through which U.S. academics can learn from foreign experience. In this process, too, American academic leadership can be strengthened, leading to greater priority for international education.

Proposals for the Council and linkages are under consideration by OE. Meanwhile, the OE grant to the study has been extended to allow further treatment of significant questions related to global education and linkage, which will be incorporated in the final version of the Study's report.

VII. The Congress

Initiatives by the late Senator Humphrey and his colleagues on the Senate Committee on Foreign Relations and the House Committee on Foreign Affairs to upgrade and expand American technical assistance programs and provide a clear role for American colleges and universities have attracted wide congressional support. Earlier congressional initiative, notably that of Senator Humphrey and Congressman Findley, led to the landmark Title XII of the Foreign Assistance Act. The Congress has taken the lead, too, for campus international education. Congressman Simon of Illinois initiated the proposal for a Presidential Commission on Language and Area Studies many months ago. In December 1976, Comptroller-General Staats inaugurated an independent General Accounting Office review of federal support of education and cultural exchange and language and area studies. Continued

appropriations for NDEA Title VI are the result of congressional support in the face of opposition or indifference of earlier administrators. Congress has also continued authorization of the International Education Act, although funds have not been appropriated.

American education has always had many friends in Congress, and there appears to be an increasing sympathy there for international education activity in the U.S. and overseas. This could be expressed in new legislation and appropriations which would at last bring into focus a national policy for international education.

VIII. Conclusion: The National Interest

What emerges from a review of federal programs supporting international education on campus and overseas is that they are uncoordinated, leave significant gaps, and are badly underfunded. There is now no stated federal policy or administrative focal point for international education.

The national interest in international education transcends the size and scope of individual agency programs, but even symbolic support underlying their importance is absent. Instead, there is fragmentation of effort and no sense of national purpose and commitment.

The national need is well stated by Stephen K. Bailey of Harvard University and long a leader in international education:

> Twentieth century wars, as well as dramatic technological and economic developments, have drawn the United States into a web of global interdependence.
>
> There are no signs that the American people, even if they wanted to, could extricate themselves from these foreign involvements. The quality and the very security of their lives depend upon their capacity to understand and to negotiate with other nations. Nuclear threats, energy shortages, commodity prices, food supplies, environmental pollution--these are examples of issues that are simultaneously and inexorably both internatfonal and domestic in nature.
>
> Although some progress has been made in increasing public understanding of global interconnections, the American educational system--viewed in the large--is woefully backward in.

> helping to prepare the nation's people for effective coping in a thoroughly interdependent world. Unless this condition changes, America will lack both informed leadership and an active citizenry capable of negotiating the troubled and dangerous waters of the future.[4]

To illustrate Dr. Bailey's point, it is estimated that at the outset of U.S. involvement in Vietnam there were less than twenty Americans fluent in Vietnamese. It does not seem far-fetched to conclude that had our national pool of knowledge included an understanding of Vietnamese history, culture, politics, and economics, some tragic errors might have been averted.

Current public debate over the Panama Canal Treaty reveals a painful ignorance of contemporary Latin America. Accurate information about the historical and current Latin American realities might have contributed to a better appreciation of the situation with which the U.S. is faced.

The issue is not whether all international education should be consolidated into one or another federal program. Probably that is undesirable. Rather, the fundamental importance of international education needs national recognition and far greater priority and coordination.

The education community is mobilizing to meet the challenge. It remains for government to give vital support to its efforts.

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[4] Education for Global Interdependence: A Report with Recommendations to the Government/Academic Interface Committee, from the International Education Project, American Council on Education (Washington, D.C.: ACE/IEP, 1975).

CONCLUSIONS

Earlier discussion of various elements of international education suggests the problems our campuses face in extending their international education program on campus and in foreign countries, now an essential part of their mission. To meet their responsibility, a national policy supporting international education is required and better overall coordination of federal efforts would enhance their effectiveness. For many campus needs, the study can do little more than give them mention.

Review of the foreign academic perspective suggests that there is rising demand for cooperation with U.S. higher education, that LDC institutions in various ways are involved in development while the section on federal perspective points to some critical gaps in national pooicy for international education and exchange. Many of the problems raised by the study cannot be remedied by the higher education community alone nor by specific recommendations of this report which are designed to meet immediate limited needs and provide an additional vehicle for international academic cooperation.

The Study's central task is more limited. It has addressed the question: Are new organizational arrangements needed to enable American institutions to work with their counterparts abroad in longer-term and mutually more beneficial ways?

The conclusion that they are is based on an assessment of the existing organizational framework and analysis of needs expressed by foreign colleagues and American institutions and government agencies. It is also suggested that it is better to meet these needs in the private sector.

I. The Operational Framework for Selected International Education Needs

A thorough review of the operation framework through which American international education activities are conducted is an impossible task. The network is dense, overlapping, and constantly changing. The purpose of this very general overview is to identify limitations in the system, both from the American and from the foreign perspective. In particular, the two-way flow of information, the ability of existing organizations to provide liaison and advisory services and the experience of similar efforts which have failed in the past, is assessed. What follows is not by any means a complete picture of the current organizational structure nor an analytic assessment of performance. It does, however, include those organizations vital to the existing pattern of academic exchange and with which the study has had discussions during the past two years.

A. Education and World Affairs (EWA)

The most ambitious effort to create a focal point for international education was the creation of Education and World Affairs (EWA) in 1962 which was supported by private foundations and federal agencies. During its brief life it sponsored several important studies of international education, was instrumental in advancing the International Education Act, and recruited American faculty for LDCs through the Overseas Educational Service. Operating through a small professional staff based in New York (numbering 12 plus 8 for OES at its zenith) with an average operating budget of $2 million, EWA was governed by a blue ribbon board of directors of 15 members.

In reviewing the history of EWA with its senior staff and the independent assessment of funders, the Study ascribes its demise to several factors, some historical and beyond control of the founders, and some related to organization. Historically, EWA was founded at a high point of optimism about the prospects for international education. Foundations were active, the federal agencies supportive, internationalism popular, and higher education in an

unprecedented period of expansion supported by government and the public. The Vietnam War and domestic strife changed all this. The foundations altered priorities to concentrate on pressing domestic problems of poverty and inequality, university internationalism became a bad word on campuses where it was often unfairly associated with an unpopular war, campuses were disrupted by violent protest and fundamental questioning of university purposes, public support fell to new lows and federal dollars were directed to other priorities. Obviously, in this traumatic period, EWA and international education generally could not prosper.

On reflection, it is also clear that EWA was fragile for structural reasons. It was not sufficiently representative of American higher education as a whole, it lacked authoritative ties to representative higher education associations, and it relied too heavily on the foundations as a source of support. Its New York base hampered the creation of necessary links to federal agencies increasingly needed for coordination of activities and for financial support as well as to the higher education associations. The absence of a long-term commitment of federal support for EWA, and particularly its affiliate the Overseas Educational Service (OES), was the immediate cause of its death since the foundations were unprepared to go it alone. The OES was especially burdensome since the cost of faculty recruitment support in the field was high, and while all felt the OES program important no one was prepared to pay the cost. There are no doubt other criticisms, valid and invalid, of EWA but the consensus seems to be that perhaps it was founded too soon in the wrong place and without an adequately mobilized base of organizational support. The lessons learned from the EWA experience are reflected in this report.

B. International Council for Educational Development (ICED)

A linear descendent of EWA, ICED's two emphases have been on comparative educational problems and on strategies of educational development

in the less developed countries. Most recently ICED sponsored the Thompson/Fogel book, Higher Education and Social Change. It also participates in educational advisory and consulting work both in the U.S. and overseas. Recently its activities have been sharply curtailed due to lack of funds.

C. Institute of International Education

IIE is an integral component of the total international education effort. Based in New York with branch offices at key points overseas and in the U.S., IIE has become the largest agency administering educational exchange in the United States. (In 1975-76 IIE administered programs for 126 nations.) Its community ties and links to the business community are important to build public support for international education, and its ties overseas and to the American academic community give it strategic importance as a source of information and experience.

IIE divides its activities into two categories: providing facilitating services for U.S. students to study abroad and for foreign students to come to the U.S. and providing administrative support for nearly 300 programs sponsored by the U.S. government and over 90 foreign governments. Financial support comes from corporations, foundations, and individual donors (8 percent) and from fees paid by sponsors.

1. Educational Services

Advisement and placement of foreign students in U.S. higher education institutions form a major part of IIE's services. These include information and counseling, English language training and orientation programs, publications for both Americans and foreign students, scholarship support, and assistance for foreign student advisers and admissions officers.

2. Sponsored Services

Foreign student programs again form the largest concentration of sponsored projects which IIE administers. In 1975-76, I E administered 126 programs for

some 7,568 grantees, most of which come from developing countries. Administration of the predoctoral Fulbright Hays fellowship program under arrangement with the Department of State is considered central to IIE's sponsored program. Two thousand Fulbright Fellows are brought to the U.S. each year, and 376 American grantees go overseas.

IIE also administers part of the State Department's International Visitors Program, involving some 500 overseas visitors who come annually to this country. An additional 300-odd leaders and specialists come under sponsorship from the Ford Foundation and UNESCO-related program. In technical assistance, IIE offers administrative services to 43 projects in Latin America, Asia and Africa, and the United States. Thirty of these are sponsored by the Harvard Institute for International Development, the Ford Foundation, AID, Korea, and the University of California.

IIE plays a major role in the channeling of information to both U.S. and foreign students and is a major source of administrative support for foreign governments which sponsor their students' study in this country. It alone in the U.S. has the experience and organizational structure to provide a broad range of facilitative services to assist the process of successful education exchange. For this reason, IIE should have a central role in any major effort to increase faculty recruitment for overseas service as suggested elsewhere in this report (c.f., p. 17 of this section). IIE does not now provide liaison, advisory assistance, or information to higher education institutions wishing to form linkages such as this report is describing.

D. Selected Regionally Focused Organizations

These may be divided into two categories--those that define their purpose in fairly narrow terms, offering specific services which contribute to the overall opportunity for academic exchange, and others whose purpose is broader and more flexible, permitting the inclusion of an array of differing activities.

Into the first group we could place organizations such as the African-American Institute which assists in the placement of graduate students in the U.S., and also programs foreign visitors in many fields, including education; and the Latin-American Studies Program in American Universities (LASPAU) which administers a fellowship program placing Latin American students in American universities (which waive tuition). These organizations offer clearly defined services, are an extremely important part of the education framework, and enjoy a high reputation both in the U.S. and overseas. As presently structured they do not seek to fulfill an institutional liaison function nor do they offer comprehensive information services on both U.S. and foreign education.

The second group of regional organizations includes such groups as the Southeast Asia Development Advisory Group (SEADAG), the Asia Foundation, and ACE's Overseas Liaison Committee whose functions encompass a more diverse set of activities.

The Southeast Asia Development Advisory Group, a creative effort at cooperation between AID and American area specialists and based in the Asia Society, was designed to bridge the gap between American academic specialists, technical assistance experts, and indigenous Southeast Asian scholars enlisting their collaboration in research on development problems of the region. It ceased to exist at the end of 1976 when AID support was withdrawn. A review of its activities suggests mixed results. Its focus on Southeast Asia was highly controversial in the academic community during the Vietnam War and its connection to AID made it a target of criticism in Asia as well as the U.S. Because the initiative for defining problem focus was more American than Southeast Asian, however relevant the topics, ultimate impact on research and policy limited SEADAG's effectiveness. While the Southeast Asian war made SEADAG particularly vulnerable to political attack, the political environment in other areas (such as Africa, Latin America, or the

Middle East) is potentially equally volatile.

From this experience, we draw two lessons. The initiative for defining problems and requesting collaboration now should come from the LDCs and autonomy from direct government involvement helps insulate academic cooperation from political criticism at home and overseas.

The Overseas Liaison Committee of the American Council on Education provides useful advisory services in Africa, the Caribbean, and the South Pacific. Its present structure is different from the representational principles deemed essential to the new organizational entity. Asked by AID to make specific proposals concerning the future role of OLC, the Study cannot alone do so. OLC might well continue as presently constituted. Alternatively and as hoped at the outset by ACE and Study leadership, some form of closer association might offer the best solution so long as it was in keeping with the governance and structural framework already agreed to by the educational associations and in keeping with the commitment to strictly limited Council size.

The Council for International Exchange of Scholars (CIES) is another organization which the study has considered as a possible base for a new organization. CIES is the agency responsible for the conduct of the exchange of Senior Scholars under the Fulbright program and is based in the American Council on Education. It functions with the guidance of an advisory committee under guidelines determined by the presidentially appointed Board of Foreign Scholarships. CIES maintains 56 screening committees to select 500 grantees from among approximately 2,500 applications to go to 100 foreign countries. Additionally, foreign grantees selected by Fulbright commissions or the cultural affairs officers at American embassies overseas are assisted in their placement in American institutions.

CIES has been proposed as a possible base for a new organizational initiative for information, referral, and linkage. Although this has appeal at

first glance on economic grounds alone, the idea has been tested and rejected after discussion with the principals because the CIES focus on the exchange of individuals is complementary to but not a substitute for a representative institutional focus. Furthermore, due to its quasi governmental status, communication with foreign institutions is not in every instance directly sustained. Nor could the present CIES structure support significant program additions without budget increases of a magnitude which suggests that there is no economic benefit to pursuing this alternative in preference to others.

Nor is integration into a new Council (CICHE) structure suggested. An organic tie already exists through ACE and close cooperation between the Study, CICHE, and CIES should prevail, based on a clear complementarity of interest. The sharing of some resources such as the CIES advisory committees needs further exploration. The Fulbright commissions, too, are an excellent source of information and point of contact abroad.

E. Data Banks and Information Networks

The World Studies Data Bank now technically housed with the Academy for Educational Development is no longer operational. The failure of its ambitious efforts to comprehend in computer data banks the multiplicity of ever changing international education programs in a form both timely and useful suggests the perils of relying on what is essentially a static picture of a scene continually changing and too complex to be reduced to tape except at exorbitant cost. Too, it was confined to international programs when the foreign need is for general information on all academic programs.

The area studies associations are an important information base, but their interests are specifically related to area research, do not usually extend to overall institutions and are weakest for liaison purposes where the need is greatest--normally in the technical fields. Extending their information service function would be expensive and would leave the overall system fragmented.

II. Gaps in Existing Organizational Structure

From this review of the most important organizational frameworks now in existence it has become clear that while much is being accomplished the present structure is fragmented and leaves important gaps. These have been identified to include:

A. The Need for a Central Point of Access to U.S. Higher Education

There is at present no central point of access to the diversity of American higher educational institutions and organizations, whether in government or the private sector, nor is there coordination of their activities. This in sharp contrast to virtually every other developed country in the world, and a majority of developing ones as well. It is due to the character of our system which functions without a ministry of education or any systematic coordination of public and private institutions at the national or state level. And none of the existing organizations perform this function. For overseas educators and, indeed, our own government agencies and educational organizations, there is no one place to go for general information and referral to specific academic resources. A francophone African rector best summed up the foreign perspective on this problem:

> . . . the interest in the creation in the U.S. of an organization to serve as a linkage between institutions of higher education in the U.S. and overseas seems to us to be evident. The multiplicity and diversity of American organizations in the field of higher education is such that one feels discouraged to contact them. . . . Often one is obliged to make the rounds of a number of these organizations to become aware finally that the problem to negotiate cannot be resolved except by a minimum of two organizations at the same time.[1]

This sense of bewilderment has been echoed by virtually every interviewee overseas. Even those trained in the U.S. are familiar only with parts of the system. In the absence of centralized referral they frequently rely on personal knowledge and contacts.

[1] Letter, dated 7 March 1977, from Charles Diarrassouba, Rector, University of Abidjan, Ivory Coast, to Fred H. Harrington.

- Recently a South Asian university, wanting to establish a U.S. academic linkage in the field of agriculture, turned to an American university where a fellow national happened to be employed in another field. The institution so chosen was not the best suited to the need.

While many successful programs originate through such personal ties, the fact is that in the present lack of system many appropriate U.S. resources are underutilized. There are too many mismatches of institutions (as was suggested by the recent Overseas Liaison Committee [OLC] report on Iranian-American relations).[2] And far too many potentially fruitful opportunities for U.S. linkage are unrealized because overseas institutions and governments, wanting to contract academic resources, do not know where to locate what they need. In frustration, they often go elsewhere.

On the American side, most agencies and institutions whose representatives were consulted identified the need for a centralized information and specialized referral system, including:

- AID mission and Washington personnel--with relatively few educational specialists remaining in the Agency there is neither the time nor the expertise to provide needed information. The Office of Reimbursable Technical Assistance especially needs a point of entry. Without an "institutional memory" to provide inventory and evaluation of past and present university programs, there is no means of identifying resources. A centralized referral system would provide access to a much wider range of resources and evaluation services having great potential for effective participation in assistance programs.

- Twenty-five LDC educational and cultural attaches in Washington were reported in a recent ACE survey to give the highest priority to the forming of an information clearinghouse.

- U.S. cultural and information offices overseas have a variety of program responsibilities and are too removed from the American education scene to be able to provide specialized referral in higher education at a time when demand for this information has increased dramatically. Washington-based personnel share this need.

- Organizations programming international visitors for AID, CU, and other agencies need a central reference point to improve their service to foreign educators and American campuses. Many visitors come with very firm ideas about the universities they wish to visit;

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[2] C. Eicher, A. Lewis, A. Morton, and M. Zonis, An Analysis of US-Iranian Cooperation in Higher Education (Washington, D.C.: Overseas Liaison Committee, November 1976).

> it takes excellent academic contacts to effectively match their interests and needs. For example, the Head of the Mathematics and Science Department at the University of Ouagadougou, after visiting several well-known U.S. institutions, concluded that a relationship with the California Institute of Technology was appropriate. Although this is obviously an excellent choice on which to model a fledgling institution, there are many other U.S. institutions that have fewer demands on staff time and that have more direct experience in building a science department in a poor, rural, desert environment. This educator was never encouraged to seek them out.

Communication in the academic world is a dynamic process conducted through a system of networks both discreet and overlapping. These networks operate through individuals in institutions and organizations. A specific item of information, for example a consensus as to the five best teaching programs in seed technology for arid lands, is no more than a few phone calls away and usually can be obtained in one or two.

At the heart of the information networks are the education associations with ties direct to member campuses. They are augmented by the professional organizations and societies, associations representing law, engineering, medicine, public administration, schools of business, etc.

The networks function for the academic community now, but there is no centralized means of opening them up to foreign institutions or, in many cases, to our own government agencies concerned with international matters, in the absence of a ministry of education or any existing organization organically related to U.S. institutions with comprehensive international networks.

The study concludes that the best way to provide coordinated access to these existing resources, and to greatly increase their responsiveness to international service, is to use the associations themselves as the basis for an information referral system. A central information and referral network system would be established as an integral part of a Council for International Cooperation in Higher Education proposed in this report.[3]

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[3] There are various operational data systems available in Washington and nationally which are useful supplements. One, the Educational Research Information Clearinghouse (ERIC), could well develop further on the international side, a matter to be explored further in the coming months.

The benefits of a centralized point of access would not be shared equally. They are most importantly a service to foreign counterparts and governments, to American government agencies, and to the "new actors" in American higher education not just to enhance their education programs but also to improve their effective participation in public diplomacy and development assistance.

B. Absence of a Sustained Knowledge Base of Foreign Higher Education

Also essential to planned institutional cooperation is current knowleige of foreign higher education resulting from sustained dialogue with institutional leaders and government officials conducted through first-hand contact, exchange of information materials, and participation in conferences, workshops, and meetings of higher education.

There is no means of direct, sustained dialogue between U.S. higher education and overseas counterparts that is comprehensive and centralized. Nor do American educational institutions have formal ties to many important organizational counterparts in LDCs. As AID has moved away from higher education, its information base has decreased and, lacking institutional memory, has always been fragmented. The State Department and bi-national commissions do have direct contact, but coverage is uneven and generally unavilable to our educational institutions.

There is no central source of information on higher education and development. We are rapidly losing touch with significant shifts in higher education overseas.

> . The Nigerian Government in 1977 asked the U.S. to train more than 100,000 students in technical subjects at our community colleges--10,000 enrolled in September 1977. We should not have been caught by surprise at this request. Had there been an ongoing dialogue, planning for this both in terms of advice on building Nigerian institutions for the job and planning for U.S. training could have proceeded in a more orderly manner.

Increasingly, too, there will be advances in research and teaching which can directly benefit our own system.

. It is important to share experience on common educational problems such as bilingual education, university outreach, student national service programs. These are only examples of questions where sharing experience would be valuable.

The need for knowledge on foreign higher education is not shared equally by the U.S. academic community. Many, probably most, major institutions have long-established international networks and have little need of advice as to the opportunities available in one or another country (although during the study such advice was in fact sought by at least three major institutions). It is the "new actors" on the American scene most in need of these services to assure that they are aware of opportunities and also have sufficient knowledge of local circumstances to work effectively in a foreign context.

Accumulation of assessment of experience with various models of cooperation in different types of institutions in different regions will yield invaluable assistance to American institutions. One simple but badly needed information service is to accumulate contracts and other documents prepared in connection with operational linkage projects. One college president estimated that he could have been saved literally hundreds of hours of staff time had he been able to review the experience of other institutions in developing agreements with foreign institutions.

C. Advisory and Consulting Services

With the demise of several organizations providing consulting services, a capacity to draw on the American academic community for these services is diminished. It is not possible to estimate the demand by region or country but our assessment suggests that there is a demonstrable need by foreign governments and institutions for specialized advice which they are prepared to finance or which American government agencies are willing to support.

D. Research and Special Studies

A framework for conducting research and special studies related to foreign higher education and development is needed by foreign governments

and probably on a more limited basis by some federal agencies including CU and AID on a grant or contract basis. Based on representative academic networks, the Council could have access to the entire range of American academic resources and appoint special task forces from educational institutions when necessary. The Council framework would have the added advantage of providing follow-through within the educational community often called for by research and study recommendations but now too often missing. This function is seen as a brokerage service and not as a direct operational role although the Council would provide staff support.

E. A Special Problem: Recruitment of American Academic Staff for Overseas Service

The proper identification, recruitment, placement overseas, and reentry into the U.S. of American academic personnel is one of the most complicated and difficult issues confronting this study. The demand for American staff has grown and this demand will continue at least until 2000, due to the contemplated major expansion of educational systems such as that of Nigeria where seven new universities have been formed and 1,500 expatriate faculty are being recruited; the relatively sudden emergence of the oil-rich countries in the academic marketplace; and the desire of many universities around the world to adapt distinctive features of the American system to local use, particularly in the fields related to development.

> Despite the ideological differences dividing the two countries, a high-level Algerian delegation representing the government and the universities recently came to the U.S. to recruit staff and explore linkages in technical and management fields. Prepared to fully finance the program, they met with more than ten U.S. associations and organizations and with government agencies. Despite the obvious political importance of responding to this initiative, there was no one agency within government or the education community able to take a leading role.

We have been caught very unprepared for the sudden and heavy demand for assistance with teaching. Other countries are already well organized to take on these requests.

. The Netherlands Universities Foundation for International Cooperation (NUFFIC) was able to recruit 30 faculty for the University of Maputo in Mozambique only two months after that country became independent.

With our resources we should be able to do equally well. However, the present lack of system to handle recruiting within either the academic community or government forces foreign governments and institutions to solicit applications by the rather haphazard method of direct placement of advertisements in the national and academic press. The resulting applications are variable at best and evaluation of credentials difficult. In countries where the demand is small, such as Zambia, this system works fairly well. When a country such as Nigeria wants 1,500 faculty for seven new campuses we are faced with the unappealing prospect of large groups of Americans on a foreign campus with no institutional tie or commitment, who have been screened by institutions largely unfamiliar with American equivalencies. Without careful planning, the Americans are unlikely to have been well versed in the culture of the society they are entering. Lacking a U.S. base, these persons have no academic home to which they are accountable and to which they can return. It is essential that our education institutions provide a coordinated response to preserve the academic integrity of responsible academics in the field and that our government responds with facilitative support so that the goodwill which could be generated by these relationships will not be reversed.

It would be an abdication of responsibility not to do whatever is possible, particularly since the field is attracting a variety of independent operators which only adds to the confusion and leads to disillusionment with the system as a whole. It would be equally irresponsible to suggest that successful large-scale recruitment of faculty is likely without major supplemental funding. The academic community can make improvements and respond selectively. But the real solution is to enlarge and accelerate programs for local staff development. In this the proposed Council can provide expert guidance.

There are of course American faculty prepared to work overseas for extended periods and more should be encouraged to do so. However, it is our conclusion that large-scale recruitment of faculty is not likely to succeed so well in the U.S. as it does elsewhere because of the nature of our system and the excessive administrative and other costs in relation to potential benefit. Rather, it is the Study's strong conviction that the most effective method to provide needed staff overseas takes place within the framework of institutional linkages. These assure career continuity, tested quality, and have the added advantage of the multiplier effects of institutional continuity and commitment at relatively low cost.[4]

But institutional linkages as defined here will not yield large numbers of faculty for overseas service. The Nigerian desire to recruit several hundred faculty through linkages suggests otherwise, but its definition of linkage omits the vital element of reciprocity. U.S. institutions are unlikely to release hundreds of faculty for lengthy periods without some perceived benefit to themselves. Nor will many faculty serve overseas without the commitment of their home institution to continued employment and professional reward and advancement for such service.

This Study cannot advocate an all-inclusive operational role in recruitment for a new Council. Realistically, it would be a point of entry for LDC universities and consultation with major associations of higher education and professional groups in the U.S., as well as with a number of foundations, governmental, and international agencies. To the extent recruitment can be advanced under linkage arrangements, a major problem will be solved and international educational collaboration would be strengthened. To the

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[4]As the OLC report on Nigerian-American linkages saw it: "The open market contributes little except to the individual. It gives no commitment on anybody's part, builds on nothing, compounds no experience, and offers no feedback." Future Nigerian-U.S. Linkages in Higher Education, May 1977, published by the Overseas Liaison Committee of the American Council on Education under a contract from the U.S. Agency for International Development (Contract No. AID/sod C-15).

extent recruitment needs cannot be handled by linkage arrangements (e.g., Egypt's reported need for 200 teachers of English as a second language), these needs would be handled on a case-by-case basis through national associations in higher education and consortia or contracted out to appropriate agencies. A frank disclosure of the difficulty and actual cost of successful recruitment would have to precede any recruitment activity; and whatever recruitment is undertaken by any agency, it is imperative that final decisions about direct hiring be left to the prospective employer.

There are a number of private agencies, including the Institute of International Education, which have considerable experience in moving people abroad and which have an integral role to play operationally in the administration of staff placement overseas once they have been recruited.

In short, the new and changing types of needs in LDCs require flexible responses and new commitments from the U.S. side.

The new Council could:

- Take the lead in coordinating recruitment requests, facilitating access to appropriate resources and giving frank advisement.
- Encourage institutional linkages as the best means of obtaining qualified American staff on a sustained basis.
- Undertake direct recruitment selectively with an operational role for appropriate agencies.
- Establish a roster of American staff available for overseas service in cooperation with CIES, the higher education and faculty associations, and through an annual survey.
- Provide advice on evaluation of credentials in cooperation with the faculty associations or already established academic review committees.

F. The Gap in American Academic Relations to International Organizations

The ties between the American academic community and international organizations is another set of relationships which warrant brief attention. For UN organizations in general, and the specialized agencies in particular, American colleges and universities have served as an important source of

talent both for permanent positions and short-term assignments.

In an effort to explore means of increasing the involvement of the U.S. academic community in international organizations, consultations were held with 30 senior-level officials in a dozen UN organizations in the U.S. and in Europe. Several basic points emerged:

(1) International organizations are increasing their hiring of short-term advisers for field assignments. U.S. academics on leave from their institutions form a strong pool of resources for such assignments were their availability known.

(2) Changing approaches to development to include a broader range of skills to bear on one problem area (such as developing health care systems taking into account the need for knowledge of public administration, management systems, economics and political science) will permit greater involvement of the academic community.

(3) Many officials interviewed felt the need for assistance in using the resources of U.S. higher education effectively. This was expressed in terms of establishing better ties with the differing types of U.S. institutions, in the better placement of UN Fellows coming to the U.S., and joint collaboration in planning technical conferences andd seminars.

III. Conclusion

The gaps in organizational framework for international education liaison have been reviewed and the conclusion drawn that a new initiative is required to meet the expressed need of foreign and American institutions and American government agencies for access, information referral, liaison and other services. Some of the services called for relate directly to the effective functioning of programs of international educational cooperation.

It is also concluded on the basis of the earlier review of American and foreign perspectives that a second gap in the international education framework is the absence of a program for planned and sustained institutional cooperation through linkages. Both American and foreign educational institutions are seen ready to enter a new mode of cooperation in pursuit

of mutually defined goals relevant to cultural diplomacy, international education and technical assistance. Out of their perceived need for cooperation comes a willingness to invest their own resources. All that is required is support to facilitate these programs through small grants. It is concluded that a new linkage program is desirable, and recommendations concerning its conduct are advanced in the following section.

RECOMMENDATIONS

The earlier discussion demonstrates that there is an international need and desire (particularly in LDC higher education) for planned cooperation with the American academic community; that there is a corresponding U.S. academic readiness to enter into new international relationships; and that there is no adequate technical assistance, cultural exchange or international education program to support these relationships, even though they benefit the academic community, advance development objectives and are in the national interest.

An essential first step to mobilize academic resources is to create a point of access and referral to our education system and to initiate direct high-level dialogue with higher education and government planners overseas.

1. The Study therefore has recommended the creation of a Council for International Cooperation in Higher Education within the structure of the higher education associations, to work with colleges and universities in the United States and abroad, and with government and private agencies to promote international understanding, improve cultural relations and to take a new initiative in American international academic cooperation for development.

2. The Study has also recommended that the Council administer a program to support institutional cooperation through mutually beneficial linkages as the best available means of maximizing private sector and overseas contributions to academic institutional collaboration.

In developing the Study's conclusions, recommendations and proposals, mention of alternatives should be made. There have been a number suggested. Prominent was the idea of proposing the equivalent of the National Endowment

for the Humanities in the international education field. With such size and scope called for as inclusion of both OE and CU programs and other programs included in the IEA, this idea is obviously an attractive one for some advocates of international education. But this is a feasibility study. From the outset its leadership has been committed to yielding practical results. After consultation with government and the foundations, it early became clear that proposals on this scale are not feasible at this time (indeed must be questioned in any case, since international education has proved to be so vulnerable in the past that there is a good argument that placing it in one agency could target it for oblivion). As higher education demonstrates commitment and achievement and as the nation's awareness of the need grows, an endowment may become a realistic possibility. Meantime, the Study has proceded with less ambitious but, it is hoped, constructive plans. They should be an important adjunct of any new initiatives that emerge in the coming years.

Advantages of Academic Management: Arguments for organizing the information, referral and liaison functions outside of government include the following:

- Within the federal government, various agencies (especially OE, AID and ICA) have interests and responsibilities for international education. In facilitating ties between the federal government and the academic community, it is more desirable and feasible to promote a coordinating mechanism within the higher education community than to consolidate all international education activities in a single national agency.

- International programs and activities administered by government agencies fluctuate with the ebb and flow of government-to-government relations with any particular country or group of countries. Yet, the same programs and activities administered by a mechanism outside government can provide greater continuity and preserve U.S. contacts in a foreign country during periods of political stress.

- A traditional feature and major strength of the U.S. academic community is its diversity and independence. Academic institutions closely relate to the political system at various levels, but they function as a separate system. Hence, to mobilize the resources of American higher education, it is most effective to do so within the academic community itself.

- The academic community has the best developed system--peer review--of selection and evaluation. Though not perfect, it is demonstrated to function with greater objectivity than any other means.

- Independence of direct government control is a perceived advantage by both the foreign and American academic community making wider participation likely as well as greater investments in pursuit of mutually defined and beneficial programs of cooperation.

- It places responsibility for the proper conduct of academic cooperation where it belongs, in the academic community.

I. COUNCIL FOR INTERNATIONAL COOPERATION IN HIGHER EDUCATION

Although the conclusion that certain new organizational arrangements are needed is fully supported by interviews, there is a recurring cautionary note--one with which the Study can fully concur. It is that what is not needed is yet another cumbersome bureaucracy which would further complicate and even impede academic cooperation and further sap the limited financial resources available for international education. It is with this firmly in mind that a structure was designed for the CICHE which would fully use and enhance existing efforts, that the staff size would be strictly limited and that its role should be as broker and focal point and not heavily involved in direct operational programs. The real work must be done by the educational institutions themselves and their efforts supported and extended, not supplanted.

Before proceeding, it should be clearly understood that the Council is not intended to be the only means of access to U.S. higher education. Quite the contrary. To the extent that existing organizations can be used, they will be. Independent establishment of links and other relationships should be encouraged and the multiplicity of existing relationships sustained independently. Nor would the Council concern itself with the exchange of individual scholars and students, except to play a helpful facilitating role at the request of other agencies. Finally, the Council should not directly subsidize existing international education programs of the associations. Rather, many of these programs can be extended by the brokerage of specific contracts.

A. Proposed Council Functions

(1) Access, Information and Referral 170

- Maintain a reference center on U.S. and overseas higher education.

- Coordinate access to existing specialized information systems in the U.S. and overseas.

- Provide a clearinghouse for information on the international activities of U.S. campuses and other public and private organizations active in international education.

- Maintain an information service on higher education and social development in LDC higher education serving as a clearinghouse for AID, CU and other government agencies as well as for the American academic community.

- Create a reference center on contract and linkage agreements with foreign governments and institutions.

- Institute a publications program to disseminate information on international education developments, including special studies, conference proceedings and bibliographies, and prepare specialized orientation materials on the U.S. higher education system and its resources for overseas educators and U.S. representatives overseas.

(2) International Education Liaison

- Sustain high-level dialogue with foreign higher education institutions and organizations.

- Serve as a coordinating point of access to American higher education.

- Sponsor conferences, symposia and workshops on various aspects of higher education in cooperation with overseas higher education and/or American government agencies.

- Represent U.S. higher education in relationships with international higher education organizations and agencies with a special commitment to help strengthen regional and intraregional cooperation among LDCs.

- Cooperate with existing agencies, programming visiting educators and government representatives to improve access to American campuses.

(3) Advisory and Consulting Services and Special Projects

- Convene expert committees to advise overseas education and governments and U.S. government agencies on appropriate American academic resources for specific purposes, to evaluate ongoing projects and to participate in LDC educational planning on request and to organize special projects requiring various combinations of higher education institutional resources.

(4) Research

- Support, through the associations, research on international educational issues through special grants and contracts.

(5) Recruitment of American Staff for Overseas Service

To respond to the need for American faculty recruitment, the proposed Council should:

- Take the lead in coordinating recruitment requests, facilitating access to appropriate resources, and giving frank advisement.

- Encourage institutional linkages as the best means of obtaining qualified American staff on a sustained basis.

- Undertake direct recruitment selectively with an operational role for appropriate agencies.

- Establish a roster of American staff available for overseas service in cooperation with the Council for International Exchange of Scholars (CIES), the faculty associations and through an annual survey.

- Provide advice on evaluation of credentials in cooperation with the faculty associations or already established academic review committees.

(6) Policy and Planning

- Press for further commitment to international activities by U.S. higher educational institutions, their representative organizations and the faculty associations as an integral part of their educational and research programs.

- Act as a catalyst for new directions in international educational cooperation.

- Foster, in cooperation with association International Programs, more coherent public policies for U.S. international education activities.

(7) Planned Institutional Cooperation

- As proposed later, the Council should promote a program of planned institutional cooperation and administration.

B. Proposed Council Organization

The Council for International Cooperation in Higher Education is founded and sponsored by the representative associations of U.S. higher education, including:

1. American Association of Community and Junior Colleges (AACJC)
2. American Association of State Colleges and Universities (AASCU)
3. American Council on Education (ACE)
4. Association of American Colleges (AAC)
5. Association of American Universities (AAU)
6. National Association of Independent Colleges and Universities (NAICU)
7. National Association of State Universities and Land-Grant Colleges (NASULGC).

The NASULGC continues, as in the study period, to act as the sponsors' administrative agent, assuming fiscal responsibility during a transition

period, 1978-1980. At the end of transition, a decision will be made about the most suitable legal structure.

The following are Study Proposals. They will be considered by the sponsors in the coming months.

Board of Directors: To consist of the elected (7) and executive heads of the sponsoring associations (AACIC, etc.) with the possibility of up to seven additional members, meeting annually to determine overall policy and budget with responsibility for appointment of the Council Director, the permanent Chairman to be Chairman of the Board of the American Council on Education.

Director: To be appointed by the Chairman of the Board and NASULGC Executive Director upon specific recommendation of the full Board. The Director to function independent of any one association under the policy and budget guidelines established by the Board of Directors and in consultation with the Program Board.

International Advisory Committee: Deemed essential to success, an international advisory council should include distinguished foreign educators appointed by the Board of Directors in consultation with counterpart organizations overseas, meeting twice annually to represent the interest of foreign education in the development of Council policy and programs.

Permanent and Ad Hoc Advisory Committees: To be convened by the Director as an informal coordinator for specialized advice on program development and implementation as the focal point for better coordination and cooperation within the higher and international education community. Permanent committees might include one representing faculty associations, language and area studies associations, deans associations; and a government relations committee with representatives of agencies involved in international education. Meetings of specialized groups would be convened as necessary.

Higher Education Council Secretariat Staff: To be appointed by the Director as necessary to carry out the program, but with the clearly stated objective of facilitating increased use of existing operational resources and avoidance of creating a large professional staff. The small staff will be built around selected regional and functional areas and the associations' International Directors will be used for program development and implementation.

The Higher Education Council should rely upon the institutional and individual resources of the academic community, both at home and abroad, for such full-time and part-time professional talent as its program of work shall require. It is anticipated that much of the short-term professional service requirements will be provided without cost by participating institutions.

Particular importance is attached to the need to have campus involvement in Council activity. Many campus people complain that Washington-based organizations are out of touch with campus realities. As one corrective, it is recommended that several--at least four to six--faculty and administrators be appointed on a continuing basis to staff positions as advisors and to execute programs. They would be on sabbatical or other subsidized leave from their institutions, and the Council would provide living cost differential but not consulting fees. The Washington experience would be invaluable to campuses and the Council would have the benefit of new ideas as well as tested international education experience. It also seems feasible that government personnel might be seconded for specified periods to lend their expertise to Council efforts.

Finance: The Council would seek funds from both public and private entities in the form of donations, grants, gifts, agreements, contracts and appropriations. It shall be empowered to disburse funds in accordance with

its charter, by-laws, accepted principles of fiscal accountability and such other state, national or international regulations as may be binding upon it.

It will be a permanent organization cooperating with a multiplicity of national, foreign and multi-national organizations. It will be involved in the support of a variety of cooperative international education linkages.

Initial financial support will be sought from the United States Agency for International Development, Department of State's Bureau of Educational and Cultural Affairs, the new International Communications Agency, the Office of Education and other U.S. government agencies responsible for international education, research and development activities and from the private U.S. philanthropic foundations. Much of the support for cooperative educational and research programs through linkage will come from the in-kind services through internal resources of cooperating U.S. and foreign institutions. Institutional dues, proposed by some, would sap already minimal budgets for international education and would limit comprehensive inclusion of all institutions.

Three broad categories of financial support shall be sought. These are:

- Essential program and administrative support.
- General program support funds for grants and postsecondary education institutions for direct institutional linkages.
- Specific project support administered at the request of a national, foreign or multi-national organization interested in sponsoring projects that are within the objectives of the Council. Such activities would be under specific contracts or grants.

The Director will prepare an annual operating budget consistent with the plan of work approved by the Board of Directors. This budget will be presented to the Board for approval.

The Director will prepare and submit to the Board of Directors for its review and approval an annual fiscal report accounting for all income, expenditures and reserves of the CICHE. Annual fiscal reports on grants to cooperating institutions will be submitted to the Board.

The fiscal affairs of the Council will be submitted to annual audit by an accredited, independent audit agency. The annual audit report shall be submitted to the Board of Directors, which shall make it fully accessible to all sponsoring organizations, cooperating institutions, donors and the general public.

II. A RECOMMENDED PROGRAM OF PLANNED INSTITUTIONAL COOPERATION THROUGH LINKAGES

It is recommended that a comprehensive program of international academic linkages, both direct to institutions and to counterpart organizations, be initiated as an important additional vehicle for international cooperation. Such a program would have several parts, to meet the priorities of sponsoring public and private agencies and the academic communities involved. It should be administered nationally by the proposed Council based within the higher education associations. Its purpose would be to foster through advice and small grants the joint conduct of mutually beneficial programs of exchange, training and research, mainly supported by the institutions themselves.

The Study has concluded that direct institutional links, usually functioning at the departmental level, are the best means of American participation in the emerging global education system and of upgrading LDC institutions. Overseas and U.S. interviews have strengthened this conviction, as does analysis of existing bilateral linking programs.

The conclusion is not unique to the Study.[1] It is shared, for example, by the British Inter-University Council for Higher Education Overseas, which has expanded its linkage program by one-fourth since 1974, and now sustains 127 linkages with an annual budget of £ 417,000. (Many more are supported

[1] See Ralph H. Smuckler, "Institutional Linkages: A Key to Successful International Exchange," The Annals of the American Academy of Political and Social Science, Vol. 424, (March, 1976), pp. 43-51. Also the proceedings and periodic studies published by the International Association of Universities and the Association of Commonwealth Universities.

by the British Council.) Canada's International Development Research Council (IDRC) is exploring, and may launch, a new linkages effort, and the Association of Universities and Colleges of Canada, after joint consultations with the Canadian International Development Agency (CIDA) and the IDRC has established an International Development Office within its Association to facilitate the coordination of Canadian higher education institutions in international development programs and to foster links between Canadian universities and those in the developing world. The Netherlands through the Netherlands Universities Foundation for International Cooperation (NUFFIC) currently supports some 100 institutional linkages, and in France, the bi-national Fulbright Commission is already supporting 24 institutional linkages through its Inter-University Agreement Program.

A. Linkages Defined

The term "linkages" has acquired a variety of meanings. Linkages are defined by this Study as direct operational ties, arrived at through mutual agreement, providing mutual benefit, and requiring mutual investment of resources. Tutelage is rejected as a style of operation; instead emphasis is on mutuality and collaboration. Linkages may occur between institutions as a whole or groups of institutions (consortia). Most often, ties will be at the departmental and interdepartmental level.

Links With LDC Institutions: While there are already many LDC institutions with which balanced collaboration is possible, there are many others where the intital stages will be more one-sided, as the LDC institution builds its resources in cooperation with the American counterpart. The range of potential linkage extends from fledgling institutions in the new states of Southern Africa to the highly developed research institutes found in many regions. The style of mutuality should govern them all, but the form of linkage

will vary with circumstances.

In development terms, linkages allow LDC institutions to plan development of a program on a long-term basis in cooperation with an American partner. American staff is available for short-and/or longer-term research and/or action programs. There are arrangements for advice, teaching, research and curricula development. LDC junior staff training is jointly designed and carried out; LDC senior staff research capacity is upgraded; current knowledge and technology is transferred--all based on a jointly designed plan carried out cooperatively. The American institution gains valuable experience and aims toward ultimate equal partnership for extended collaboration in research and teaching.

From the academic perspective, linkages encompass a wide range of fields, only some of which are directly related to AID's mission. It therefore seems useful to propose a variety of linkage grant programs.

The Proposed Focus of Linkages Supported by the Office of Education: Distinct from other agency support, the Study perceives the Office of Education as most interested in linkages with the developed and developing countries which center (1) on postsecondary education policy analysis and leadership development. Linkages under this program would provide a forum for communication and exchange of information with foreign education organizations and associations and (2) institutional linkages focussed on such topics of common concern as intercultural/international education, area studies, vocational and career education, bilingual education, continuing education, early childhood education, compensatory education and educational policy analysis and management.

Advantages to OE:

-- opportunity to establish working ties in fields of critical importance to postsecondary education;

-- overseas experience which broadens and deepens understanding, to the direct benefit of teaching and research;

-- improved access to current developments in education overseas;

-- research opportunities in areas of direct relevance to American problems;

-- rotation of faculty, especially important now that a high proportion of staff are senior and tenured and no longer mobile;

-- increased teaching focus on international development problems;

-- opportunities to include a wider range of U.S. institutions such as those specializing in technical and vocational training; and

-- the development of leadership abilities both at the institutional and the associational level through international experience.

The Proposed Focus of Linkages Supported by the Agency for International Development: An AID-supported linkage grant program should reflect AID's priority problem areas and operate within its legislative mandate. Linkages can continue previous AID-funded contractual relationships, as well as initiate new programs, including support for nondegree vocational and technical training. Criteria for awards should include evidence that the LDC institution's proposal relates to national planning priorities in AID-defined problem areas.

Joint US/LDC programs aimed at improved curricula, upgrading staff research capability and action-oriented projects should be eligible for grants. A balance of different objectives and involvement of different types of institutions would be desirable both substantively and in order to test the relative success of different models.

In most cases, grants for linkage should be made to both the U.S. and LDC institution based on their budget projections. Many linkages already exist and, where they don't, many LDC institutions have identified independently those institutions with which they want to work. In these cases, proposals can be judged on their merits according to established criteria. As discussed

earlier, however, there are many cases where LDCs have insufficient specialized information on which to base a decision about which U.S. institution best suits their needs. In these cases, expert advice as to possible linkage potential at several U.S. institutions should be provided to the LDC institution and a small travel grant be made available if necessary to allow first-hand assessment of alternatives.

In this approach, broad AID objectives can be realized. A narrower focus limiting activity to academic links directly tied to ongoing AID country programs does not seem feasible.

Advantages to AID: A linkage program builds on earlier institution-building investments, many of them AID-supported. It also meets a need to upgrade LDC staff and problem-solving research capacity in the poor countries. In the middle income countries, it provides continuing contact when AID withdraws. Operating independently and with largely private investment (we estimate a minimum of five institutional dollars to every one grant dollar), it does so at relatively modest cost to the Agency.

Advantages for LDC Institutions: The advantages of linkages as perceived by LDC institutions are many. Linkages:

-- allow for exposure to the American system which emphasizes the applied as well as theoretical in unique combinations of extension and service;

-- emphasize interdisciplinary problem solving;

-- upgrade staff qualifications;

-- lead to better matching of institutional interests and resources;

-- provide more suitable, jointly designed training for LDC advanced students, enabling them to concentrate on home research problems and needs during relatively brief residence in the United States;

-- supply needed American staff for short periods to work on curriculum and research, or for relatively longer assignments;

-- allow for longer-term academic planning for development; and

-- yield those benefits for modest local investment.

Advantages for U.S. Institutions: For American institutions, linkages offer:

-- overseas experience which broadens and deepens understanding, to the direct benefit of teaching and research;

-- research opportunities in area studies, solar energy adaptation, marine and tropical disease investigations, economic development and bilingual education experiments, all unavailable at home and of direct relevance to American problems;

-- opportunity for sustained dialogue with the international scholarly world;

-- rotation of faculty, especially important now that a high proportion of staff are senior and tenured;

-- increased teaching focus on international development problems,

-- opportunities to include a wider range of U.S. institutions such as those specializing in technical and vocational training.

B. Criteria for Linkages. Evaluation of existing linkage programs suggests that to be successful links must: (1) begin with a clear definition of mutual advantage; (2) define specific purposes and develop a coherent plan for their achievement; (3) involve the faculty fully in planning; (4) demonstrate institutional commitment in the form of support at key administrative levels that assure conformance to overall institutional priorities; (5) provide for institutional financial investment which would normally include salaries and omit consulting fees and administrative costs; (6) offer evidence of adequate and appropriate resources; and (7) provide for independent evaluation of progress at regular intervals. Experience also suggests that initial exploration of linkage must include site visits on both sides and a period of negotiation which includes an extensive exchange of information.[2]

Additional criteria concerning problem focus, the allocation of links within countries and institutions, and types of institutions involved on both sides, must be developed through further study and consultation with

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[2]The OLC report on Iranian-American educational relations cites examples of contracts entered into by U.S. institutions without firsthand knowledge of the overseas university. This, hopefully the result of inexperience, leads to quick disillusionment on both sides and can interfere with future access for more constructive collaboration. While the proposed agency could not prevent all such practices, its evolving role should operate against the more unfortunate ones.

prospective sponsors, an overseas advisory committee and our colleges and universities. If there is agreement in principal to these recommendations, then criteria and guidelines can be further elaborated. AID Task Force comments on criteria have been helpful and for the most part acceptable. But full elaboration seems premature.

Forms of Links: The key to a successful linkage program is flexibility of response. Linkages can be expected to involve some of the following elements:

-- exploratory visits and negotiations;
-- exchange of senior staff for short-term academic work and advisement;
-- exchange of junior staff for advanced training; (This may or may not include work toward a formal degree.)
-- research and training opportunities for graduate students;
-- longer-term teaching assignments on a planned basis, and
-- exchange of teaching and research materials, and publications;
-- joint or parallel research and action projects;
-- seminars, workshops or conferences to share knowledge, and
-- training of technicians.

Linkage Procedures: Linkage proposals would be reviewed by the Council staff and an academic evaluation committee and would be required to meet established criteria. Linkage grants would most often be made for a three-year period.

Grants would be made directly to institutions for operations subject to standard requirements of accountability. The amount of grants would vary from a few hundred dollars to no more than $50,000 in any one year. Most would be in the range of $10,000-$25,000 annually. They would never include overhead charges nor dependent travel and, only exceptionally, salary. Most commonly, they would cover travel expenses and occasional topping-up

for longer-term assignments.

The facilitating role for the proposed Council would vary. Where a linkage is already arranged and meets established criteria, a small travel grant might suffice. In other cases, it would be necessary at the request of an LDC institution to suggest several prospective links and arrange exploratory negotiations. Careful advisement on realistic goals and procedures would be necessary for institutions inexperienced in international cooperation. Relationships would be monitored at regular intervals to assess progress and mutual satisfaction. Where problems arise, neutral arbitration and advisement would be available. Thorough evaluation of a linkage agreement would be required at specified intervals to keep it on track. It is expected that the most intensive interaction based on joint problem solving would extend from three to six years, at which point it might continue on a reduced level of contact or be terminated, depending on criteria to be developed through further analysis and accumulated experience.

Other Potential Linkages: Links, both in LDCs and elsewhere, seem desirable in a number of fields. For example, links to overseas American Studies programs, to area studies programs (e.g., between an American Southeast Asian studies center and the Institute for Southeast Asia Studies in Singapore), in science, the arts and humanities and professions. A reasonable number will be selected for emphasis by Council programs. Others can be supported through existing agencies or foundations, perhaps working in cooperation with the proposed Council. (This question relates to the interest of other sponsors in the Study and will be explored more fully during the coming months.)

Organizational Links: In addition to institutional links, a coordinated program of links to counterpart organizations is required for sharing

information on common problems. In particular, there should be a commitment to assist in the formation or advancement of LDC educational associations which further the sharing of information and experience and development of cooperative programs within and between regions. Good examples are the Association for Teacher Education in Africa (ATEA) and the International Council for the Education of Teachers (ICET).[2] The United States should be represented at meetings of regional educational associations and they at ours on a regular basis. This representation should be official, so that discussions can be authoritative and followed by action. On the U.S. side, this participation will help to focus association attention on international activities and should help to promote exchange of information between meetings.

Through continued contact, the proposed Council should facilitate sharing of information among groups which can help each other. For example, regional cooperation in Southeast Asia is highly developed. The program of research and cooperation in higher education for development fostered by the Asian Institute of Technology (AIT), Regional Institute for Higher Education and Development (RIHED), and others are relevant to other areas. The reported attempt to launch an RIHED-type program in the Arab world deserves support and, in time, the Association of African Universities (AAU) may move more forcefully in this direction.

Constraints to a Linkages Program: The principal constraints to successful linkages are (1) lack of knowledge and experience and (2) funding for planning and implementation. Linkages administered directly by AID or other government agencies tend to be politically unacceptable to American and overseas academic communities. Therefore, the proposed linkage program will function best outside of government. This approach is preferred in every country covered by the Study.

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[2] ICET has membership in 70 countries and represents a mechanism for identifying educational needs in developing countries, especially needs common to several countries.

Experience in international academic relationships suggests that these can continue to function de spite political or economic limitations. This, of course, is a major advantage, suggesting that this country values contact with people of the world as distinct from governments. This is an especially important distinction in countries where human rights violations make official governmental relationships unacceptable.

For U.S. institutions, linkages would not be possible in countries where there are unacceptable restrictions on academic freedom, e.g. discrimination on the basis of religion, race or sex. Basically, the Study supports the proposition that the free exchange of ideas between academics is desirable whatever the political system. It is not realistic to expect these free exchanges in countries where violations of human rights and standards of academic freedom are gross, and countries ineligible for development assistance on these grounds should be excluded from participation in a linkages program.

To be successful, the program would also have to reflect respect for the autonomy and integrity of foreign governments and their educational systems. Insofar as LDC institutions are prepared to enter into and support linkages in areas meeting stated criteria, these linkages are likely to succeed. It would not be proper for U.S. institutions to set development goals for LDC counterparts. Mutual respect must govern whatever relationships are generated in a linkages program and interference in LDC university affairs would properly be rejected.

This suggests another potential constraint on successful linkage. It is sometimes possible for a U.S. institution to persuade or pressure an overseas institution to agree to a linkage arrangement which predominantly reflects American institutional interests. This cannot always be prevented. But the Council should independently assess the overseas interest. This

will become easier as mutual confidence is built through sustained dialogue overseas. All proposals for linkage support would have to show clearly the overseas need and commitment.

Experience also suggests that the value of institutional linkages can decline after they have functioned for a period of time. This should be detected through continued monitoring and periodic outside evaluation. When interest on either side is no longer sufficient to sustain a constructive relationship, support should be terminated.

Linkages Projection: Linkages as conceived here are a new mode in U.S. international education. They require testing and some experimentation over the next few years. Therefore we do not recommend a large-scale program at the outset. We present here a three-year projection of a linkage program with the expectation that by the end of that time evaluation of its effectiveness will provide the basis for further decisions as to its future size and direction.

III. IMPLEMENTATION OF RECOMMENDATIONS

Proposals to OE are under consideration, and proposals to ICA will be advanced at an early date. A proposed budget is submitted herewith to AID.

If AID decides to support this proposal, early consultations as to the size, scope and criteria for the Council and linkages program will be important. The convening of an international advisory committee also is seen as essential for further consultation about Council and linkage priorities.

Finally, it will be important to devise a means of continuing coordination with AID and other agencies. This question needs further exploration, as will provision for the evaluation of the Council and linkages, reporting and other policies and procedures.

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